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Commonwealth of Massachusetts

Bureau of Statistics of Labor 7704
FIRST ANNUAL REPORT 17

ON THE

STATE FREE EMPLOYMENT OFFICES

FOR THE

FISCAL YEAR ENDING NOVEMBER 30, 1907

PART V OF THE ANNUAL REPORT OF THE BUREAU
OF STATISTICS OF LABOR FOR 1907

CHARLES F. GETTEMY
CHIEF OF BUREAU



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APPROVED BY THE STATE BOARD OF PUBLICATION.

FIRST ANNUAL REPORT

OF THE

CHIEF OF THE BUREAU OF STATISTICS OF LABOR

ON THE

STATE FREE EMPLOYMENT OFFICES

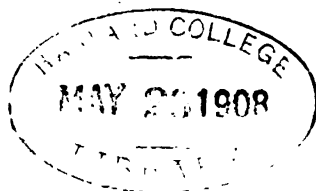
FOR THE

Fiscal Year Ending November 30, 1907.

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FIRST ANNUAL REPORT ON THE STATE FREE EMPLOYMENT OFFICES.

BUREAU OF STATISTICS OF LABOR,
STATE HOUSE, January 1, 1908.

The Legislature of 1906 passed an Act (Chapter 435) "to provide for the establishment and maintenance of free employment offices in certain cities." The text of this Act is as follows:

SECTION 1. There shall be established and maintained, under the care and direction of the chief of the bureau of statistics of labor, in such cities as may be selected after proper investigation by said bureau, and with the approval of the governor and council, offices for the purpose of bringing together those who seek employment and those who desire to employ.

SECTION 2. The chief of the bureau of statistics of labor is hereby authorized and directed to organize and establish within three months after the passage of this act, in the city or cities selected, a free public employment office, which office shall be provided with suitable rooms, furniture and equipment required for the transaction of the business provided for in this act, and shall appoint a superintendent and clerk for each of said offices, to discharge, under the direction of said chief, the duties hereinafter set forth, or which may be required by said chief.

SECTION 3. It shall be the duty of such superintendents to receive and record in properly arranged books, devised by the bureau of statistics of labor, all applications from those seeking employment and also from those desiring to employ, and to take such other action as may be deemed best by the chief of said bureau to promote the purpose of said offices. Such records shall show plainly in brief the qualifications of all applicants and such other facts as shall be deemed necessary by the chief of said bureau, who shall furnish to each superintendent all such record books, forms, blanks, or other stationery and postage as may be required in conducting the office. Each superintendent shall plainly indicate by a proper sign or signs the location of his office, and he shall be allowed such additional clerical assistance as the chief shall deem necessary.

SECTION 4. No fees, direct or indirect, shall in any case be taken from those seeking the benefits of the offices herein provided for.

SECTION 5. The privilege of registration shall be confined to residents of the Commonwealth. Proof of residence, when necessary, may be required from a selectman of a town or the mayor of a city.

SECTION 6. Each superintendent shall make to the chief of said bureau a semi-weekly report of such applications for labor or employment as may be registered in his office, with such details as may be required by the chief. The said chief shall cause all such reports to be printed at regular intervals and to be exchanged between the said offices, and shall supply them to the newspapers and to citizens upon request; and the several superintendents shall cause such reports to be posted in a conspicuous place in their offices so that they may be open to public inspection.

SECTION 7. Any clerk or superintendent who directly or indirectly charges or receives any fee in the performance of his duties shall be deemed guilty of a misdemeanor, and shall be subject to a fine of not more than one hundred dollars, or to imprisonment in the county jail for a term not exceeding thirty days. Such fine or imprisonment shall disqualify him from holding further connection with said offices.

SECTION 8. There shall be paid out of the treasury of the Commonwealth, on the approval of the chief of the bureau of statistics of labor, for salaries and for contingent expenses in connection with such free employment offices and for the expenses of the bureau of statistics of labor in connection with the requirements of this act, a sum not exceeding five thousand dollars. The annual salary of the superintendents and clerks shall be fixed by the chief of said bureau, with the approval of the governor and council.

The Act was approved by His Excellency the Governor May 31, and the then Chief of the Bureau, Mr. Charles F. Pidgin, instituted a comprehensive inquiry to ascertain what cities might most properly be selected for the establishment of the offices in question. It was apparent from the outset that Boston, the metropolis of the State, with its large tributary suburban population, was the city in which the establishment of a free employment office would be most likely to meet a real demand and hence be most likely to justify this new departure in the State's activities, as authorized by the Legislature. The fact, also, that the law had provided for the purpose of carrying out its provisions an appropriation not exceeding \$5,000 virtually made prohibitive the establishment at that time of any offices outside of Boston.

The Governor and Council, therefore, on October 24, 1906, authorized the Chief of the Bureau to establish an office in

Boston, and this was done, quarters being secured in a spacious store building well suited for the purpose at 8 Kneeland Street. Mr. Walter L. Sears was selected by the Chief of the Bureau to be superintendent of the office and Mr. G. Harry Dunderdale to be chief clerk, their salaries being fixed by vote of the Governor and Council, in accordance with law, at, respectively, \$1,500 and \$1,200 per annum. The Civil Service Commissioners took the ground that the appointments should be made in accordance with civil service regulations, but at the time the office was opened, on December 3, there was no eligible list from which the appointments could be made, and Messrs. Sears and Dunderdale were accordingly given provisional appointments. In January, however, the commissioners established a special eligible list for free employment office service and held an examination therefor. Messrs. Sears and Dunderdale having passed this examination, and having been certified by the commissioners to the Chief of the Bureau as eligible for permanent employment, were appointed accordingly.

On July 30, 1907, the Legislature having in the meantime appropriated \$25,000 for the maintenance of free employment offices, and this sum being, in the judgment of the present Chief of the Bureau, who took office on July 8, sufficient to maintain the Boston office for the current year and two outside offices for the remainder of the year, the Governor and Council authorized the establishment of offices at Springfield and Fall River. The Springfield office was opened on September 4, at 37 Bridge Street, in quarters that had been furnished by the city free of rental, with Mr. Morrison D. Montague of Springfield as superintendent. The Fall River office was opened October 1, at the Bradford-Durfee Textile School, the trustees of that institution also having offered quarters free of rental. Mr. Fred-eric J. Gagnon was appointed superintendent of the Fall River office, the appointments of Messrs. Montague and Gagnon being made, in compliance with civil service rules, from the eligible list.

This report, therefore, covers the work of the Boston office for a complete fiscal year, namely, from December 3, 1906, to the close of business on November 30, 1907. Figures are also presented covering the work of the Springfield office for the

three months in which it had been in operation and for the Fall River office for the two months in which it had been in operation when the fiscal year closed. These two offices have been doing business for so short a time that the records of the service they have rendered do not afford a sufficiently substantial basis for drawing definite conclusions. A full year's business at the Boston office, however, furnishes certain data which are submitted as having some genuine value.

The real test of the efficiency of an employment office is, in the last analysis, its success in securing positions for those who need employment and in assisting employers to find help which they desire. The free public employment offices are established, to quote the language of the statute, "for the purpose of bringing together those who seek employment and those who desire to employ," and without charge or cost, direct or indirect. The public office does not, therefore, and in the nature of the case cannot, any more than any private agency can, guarantee employment to the unemployed, nor can it guarantee to furnish the help desired to employers. But while its primary function consists in bringing the two together, it is in duty bound to do this as intelligently and as skilfully as possible, and with a view to producing the best results for the benefit both of those seeking employment and of employers desiring help. It would be a useless proceeding for one party to the prospective bargain, quite as much for the other, to send applicants for employment to employers unless there is considered to be a fair chance of the two being able to arrange a bargain. The office, therefore, while it cannot provide employment in the sense of guaranteeing it, is bound to do its utmost to pave the way for the making of a satisfactory arrangement between the two parties.

Happily it is with respect to this, the most important work of the offices and to which the crucial test of their efficiency must be applied, that we are able to furnish certain specific recorded facts. In many of the free employment offices maintained at public expense in other States, their function is regarded as filled when an applicant for employment is sent to an employer with an introduction. The achievements of an office,

when exploited in this broad fashion, make a formidable showing in its statistical reports, although it be confessed that no pretense is made of following the applicant for employment after he has left the office with a card of introduction to an employer. When these statistics of "positions offered" and "positions filled" are used synonymously, a position is recorded as "filled," so far as the office is concerned, when an applicant for employment has been offered a situation. But such statistics, for the reason that they do not show, even approximately, how many positions have actually been filled, shed no light on the real results of the maintenance of the office.

From the beginning, the records of the Boston office have been kept on a much more comprehensive and intelligible basis. It is, of course, impossible to keep an accurate record of positions actually filled, the office being necessarily dependent for its information in this respect upon the faithfulness with which applicants for employment and employers make returns to the office of the results of their meetings. We make every effort, however, to impress upon both parties the duty they owe the office in this respect, with the result that the reports of positions filled can safely be regarded as accurate so far as they go. That there are, however, many positions filled through the ministrations of the office of which no report is made by either beneficiary is altogether probable.

The figures showing the number of positions filled, therefore, may safely be regarded as well within the facts, and, being furnished by the parties benefited, are in no sense dependent upon the individual judgment or discretion of the clerks of the office. They constitute a class of data which is furnished to the office by its patrons, the office merely tabulating the returns as they come in. To use these figures as a basis of ascertaining the efficiency of the office is, therefore, to apply a perfectly unbiased test, and if the result should be deemed to have demonstrated the success of the office, it cannot be charged to any factor over which the management has any influence other than that which flows from an effective administration.

The following table gives a summary of the work of the Boston office for the fiscal year ending November 30, 1907:

TABLE I. — *Summary of the Business of the Boston Free Employment Office for the Year Ending November 30, 1907.*

CLASSIFICATION.	Males	Females	Total
Number of Registrations for Employment:			
Skilled,	9,383	4,018	13,401
Unskilled,	19,129	7,955	27,084
Boys,	4,425	—	4,425
Totals,	32,937	11,973	44,910
Number of Individuals who Registered only once for Employment,	21,495	8,326	29,821
Number of Individuals who Registered more than once for Employment,	3,855	1,274	5,129
Total Number of Individuals Registering for Employment,	25,350	9,600	34,950
Number of Applications from Employers who wanted only one person,	. . . . .	. . . . .	18,188
Number of Applications from Employers who wanted more than one person, . . . . .	. . . . .	. . . . .	3,503
Total Number of Applications from Employers, . . . . .	. . . . .	. . . . .	21,641
Number of Applications from Employers for Help (Classified): ¹			
Skilled,	2,822	1,535	4,357
Unskilled,	6,976	7,842	14,818
Boys,	2,466	—	2,466
Totals,	12,264	9,377	21,641
Number of Employers who Applied for help only once, . . . . .	. . . . .	. . . . .	4,963
Number of Employers who Applied for help more than once, . . . . .	. . . . .	. . . . .	3,569
Total Number of Individual Employers who Applied for help, . . . . .	. . . . .	. . . . .	8,532
Number of Persons Applied for by Employers:			
Skilled,	5,502	4,689	10,191
Unskilled,	11,244	9,042	20,286
Boys,	3,219	—	3,219
Totals,	19,965	13,731	33,696
Number of Positions Offered:			
Skilled,	8,520	4,974	13,494
Unskilled,	16,439	9,496	25,935
Boys,	5,447	—	5,447
Totals,	30,406	14,470	44,876
Number of Individuals to whom one Position only was offered,	11,649	5,578	17,227
Number of Individuals to whom more than one Position was offered,	3,647	2,794	6,441
Total Number of Individuals to whom Positions were offered,	15,296	8,372	23,668
Number of Positions Reported Filled,	8,671	5,809	14,480
Number of Individuals for whom one Position was secured,	5,168	4,396	9,563
Number of Individuals for whom more than one Position was secured,	632	512	1,144
Total Number of Individuals for whom Positions were secured,	5,800	4,907	10,707
Number of Trade Union Members Registering for Employment, . . . . .	. . . . .	. . . . .	750
Number of Trade Union Members for whom Positions were secured, . . . . .	. . . . .	. . . . .	441

¹ The figures for sex in this presentation are for sex of help wanted, not the sex of the employers.

Taking the number of positions reported as actually filled during the year at the Boston Free Employment Office as a standard by which to judge the results of the establishment of

the office, we find a total of 14,480. The aggregate number of positions for which help was wanted was, as shown by the above table, 33,696, so that it appears that the office furnished help to the extent of 43 per cent of the aggregate demand made by employers. The number of individuals for whom one position was secured was 9,563, and the number of individuals for whom more than one position was secured was 1,144, making a total of 10,707 different individuals who were furnished with employment during the year. The difference between the aggregate number of positions filled, 14,480, and 10,707, namely, 3,773, represents the aggregate number of positions furnished to the 1,144 individual persons who were given employment more than once during the year; that is to say, these 1,144 persons were each given an average of between three and four positions in the 12-month period. There was thus a daily average of (eliminating fractions) 47 positions secured for applicants for employment for each of the 304 working days during the fiscal year, while the registrations for employment averaged approximately 148¹ per day and the number of persons called for by employers to fill available positions averaged 111 per day.

Separating the cost of equipment and of maintenance and apportioning the expenditures for the three offices (at Boston, Springfield, and Fall River) as carefully and accurately as possible between them, it appears that the total expense incident to the establishment and maintenance of the Boston office to November 30, 1907, was \$22,853.80, of which \$3,288.97 was for equipment and \$19,564.83 for maintenance. (See Tables XV and XVI, pages 35, 36 of this report.) Eliminating the expenditures for equipment as capital cost, it appears that there has been an expenditure of \$19,564.83 in procuring 14,480 *positions* for persons seeking employment, or a cost per *position* secured of \$1.35, taking the year's expenditures as a whole. Of the year's expenditure for maintenance of the Boston office, however, \$13,258.86 was expended during the first seven months of operation, that is, up to June 30, 1907, an average cost per month for maintenance of \$1,894.12, during which period the

¹ This figure, unfortunately, is not exactly accurate, owing to the manner in which the record of registrations was kept during the early months of the year.

number of positions recorded as secured was 8,480, a per capita cost of \$1.56. Since July 1, however, the cost of maintenance for the five months has been \$6,305.97, or an average per month of \$1,261.19, a decrease in the cost of maintenance which has reduced the cost per capita per position secured during the latter period to \$1.05.

The cost of the equipment and maintenance of the three offices, together with cost per capita of positions secured based upon the maintenance cost during the period of operation, are brought together in the following tables:

TABLE II. — *Cost of Equipment and Maintenance.*¹

CITIES.	Equipment	Maintenance	Totals
Boston,	\$3,288.97	\$19,564.83 (12 mo.)	\$22,853.80
Springfield,	313.23	655.16 (3 mo.)	968.39
Fall River,	342.18	391.22 (2 mo.)	733.40
TOTALS,	\$3,944.38	\$20,611.21	\$24,555.59

¹ For details see Tables XV and XIX, pages 35, 37.

TABLE III. — *Cost of Maintenance and Cost per Capita of Positions Secured.*¹

CLASSIFICATION.	Maintenance	Average per Month	Number Positions Secured	Per Capita
Boston:				
Dec. 8, 1906, to June 30, 1907 (7 months), . . .	\$13,258.86	\$1,894.12	8,480	\$1.56
July 1, 1907, to Nov. 30, 1907 (5 months), . . .	6,305.97	1,261.19	6,000	1.05
TOTALS FOR BOSTON OFFICE, . . .	\$19,564.83	\$1,630.40	14,480	\$1.35
Springfield:				
Sept. 4 to Nov. 30 (3 months), . . .	655.16	218.38	796	0.82
Fall River:				
Oct. 1 to Nov. 30 (2 months), . . .	391.22	195.61	234	1.67
TOTALS FOR THREE OFFICES, . . .	\$20,611.21	\$1,717.60	15,510	\$1.33

¹ For details by months see Tables XVI, XVII, and XVIII, pages 36, 37.

The Springfield office was opened September 4 and had, therefore, up to the close of the fiscal year been in operation three months or 75 working days. The Fall River office was opened October 1 and had been in operation up to the close of the fiscal year two months or 52 working days. The quarters occupied by the Fall River office in the Textile School building are somewhat larger than those which were secured in Springfield, and the first cost of equipment of the Fall River office

was a trifle more. The Springfield office has done a considerably larger business, necessitating more printing and more of an outlay for clerical assistance. The Springfield office has, however, procured positions since it was opened at the rate of 10% per day, and the cost per position secured has been brought down to 82 cents. In Fall River the number of positions secured has averaged $4\frac{1}{2}$ per day, so that, although the running expenses of the Fall River office have been less than those of the Springfield office, the cost per position secured has been, thus far, \$1.67.

The fact that the Fall River office has not done so much business as the Springfield office cannot be justly charged to any failure of that office to meet, with fidelity and efficiency, situations with which it has had to deal. The discrepancy is due to a great difference in local conditions, for although the Fall River office has stood quite as ready to serve its constituency as has the Springfield office, it is being maintained in a field which is not at all comparable with Springfield. The latter is a city of diversified industries, and since the office opened there more unemployment has existed in the aggregate and also a greater demand for help in the aggregate from employers. This condition, which has prevailed during the past Autumn season, seems likely to be continuously the normal condition of affairs so long as cotton manufacturing continues prosperous.

The overwhelming mass of employment in Fall River is in the textile mills and, as a rule, employment is general there, or there is practically no employment. The industrial life of Fall River is concentrated in these mills, and the Manufacturers' Association has a working agreement with the textile unions which maintain their own central headquarters, and these serve, to a certain degree, the purposes of an employment bureau. The field of operation of the Fall River office would seem to be naturally much more restricted than that of the Springfield office, and its chief usefulness is therefore not unlikely to be, in a large measure, confined to the comparatively few occupations which are not connected with the mills and to domestic service. But no conclusive judgment upon the success of either of the two outside offices should be

attempted until they have been in operation at least a year. The Boston office, however, may now be judged upon the basis of a year's results in the metropolitan field, and the statistics which set forth these results are presented in this report and their chief significance pointed out.

The present Chief of the Bureau had no part officially in the promotion of the legislation for the establishment of free employment offices by the Commonwealth. It is my judgment, however, after a careful study of the work of the Boston office as shown in the records covering a year's business, and after a consideration of its possibilities of future usefulness to employers as well as to those who are seeking employment, that this office has justified its existence and may fairly be regarded as having passed the experimental stage. The other offices must respond, in the last analysis, to the same tests of usefulness to the community that have been applied to the Boston office, and must, unless it be held that they should be maintained as charities, be similarly judged by the results of operation.

The movement for the establishment of free public employment offices throughout the country, which has now found a foothold in 15 States,¹ appears to have been given its principal impetus by the trade unions. It is, therefore, an interesting fact that of the 34,950 individuals who registered at the Boston office for employment during the year, the records show only 750 members of trade unions as seeking employment.² The explanation of this as given by the trade unionists is that membership in the union affords a certain protection against unemployment, and while their advocacy of a system which seems in practical operation to benefit chiefly non-unionists is asserted to be due to a desire to have the State render a service to humanity as a whole, and while this may be, of itself, a laudable motive for urging the establishment of such offices, it would seem that the movement can afford to stand upon its

¹ According to the information on file in this office, free employment offices are maintained by the State in Connecticut, Illinois, and Ohio, which have five offices each; Massachusetts, Missouri, and Wisconsin, three each; Michigan, two; and Kansas, Maryland, Minnesota, Montana, Nebraska, and West Virginia, one each; a total of 32 offices maintained by the State. Besides these, Minnesota, Montana, and Wisconsin each have one free office maintained by a municipality, and California and Washington have two and three respectively, maintained by municipalities, making eight maintained by municipalities.

² Of this number 441 were given employment.

own record as a social institution rather than be dependent upon the propaganda of an industrial class. From this point of view there appears to be no reason why the outcome need be feared by those who prefer to base their support of the principle involved in such an extension of the functions of the State upon the social utility of the offices.

An imposing array of statistics can be presented as evidence of the work accomplished by our Free Employment Office in Boston, but the more the circumstances are considered under which this kind of work is of necessity performed, the more apparent becomes the fact that it is impossible to measure it with absolute accuracy by purely statistical methods.¹ A slight examination of the statistics of this office will serve as a warning to indicate with what caution deductions should be drawn from them by students of social conditions. This is by no means to say that these statistics furnish no gauge of industrial conditions aside from their more immediate purpose of recording the work of the office, but, leaving aside those defects which experience and study have disclosed and which it is hoped may be remedied in future, there remain certain data from which false inferences might not unnaturally, unless the figures be closely studied, be made. The one important statistical pitfall to be thus avoided in this connection is a failure to properly differentiate between aggregate *registrations* for employment and by employers for help, and the number of *individuals* of both classes actually served. This distinction the public has not always made.

Perhaps the fact most apparent upon the surface of the table showing the registrations by months of persons seeking employment (see Table XI, page 30) is the steady falling off in the number during the latter part of the year. The month showing the greatest number of registrations was December, 1906, when 7,374 applications for employment were recorded; there was a decrease in January to 5,640; in February, to 4,361; in March, the registrations went up to 4,773; in April, to 5,163; then there was a steady decline to November, the last month of the office year, when only 1,105 registrations were recorded. But it would be a grievous error to assume that the

¹ This statement applies with equal, and indeed in many cases with even greater, force to the records of similar offices maintained in other States.

drop from nearly 7,400 registrations in the first month of the year to 1,105 in the last month was a barometric reflection of conditions of employment throughout the industrial territory served by the office, or that it indicated a wholesale falling off in its patronage. On the contrary, as will be seen from a glance at the column showing the number of positions offered, it appears that the office offered fewer positions to the unemployed during December, 1906, than in any month of the year, not even excepting November, the month of fewest registrations, during which month indeed there were more than twice as many positions offered as there were registrations for employment. The greatest number of positions offered, it will be observed, was in September, — 4,689.

The explanation of the excessive number of registrations in the earlier months of the year is, however, simple. The most obvious reason is the newness of the office at that period, — when it first opened there was a great rush of applicants for employment, many of them persons doubtless already employed who fancied that by taking advantage of this opportunity they might get new positions better to their liking; and, although there was a considerable force of clerks, they were fairly overwhelmed with business. Partly because of their inexperience and partly, perhaps, because of an undue enthusiasm to make a record and to have the work of the office loom large in the returns, there is ground for the belief that there were some duplications in the registrations of a character such as later, when the work of the office became better systematized, did not occur. If a man registers for employment, and is informed that there is nothing at hand that can be offered him, it seems not only an unnecessary clerical duty to impose on the office but an absurdity from every point of view to re-register him each time he calls at the office — perhaps daily — and to count each such appearance in the office statistics as a separate registration. To just what extent the value of the figures purporting to show registrations of applicants for employment may in fact be vitiated by such duplications it is, unfortunately, impossible to determine. Suffice it to say that since June an effort has been made to effect a remedy in this particular, and

it is hoped that further progress toward approximate accuracy may be made during the coming year.

The total number of registrations for employment for the 12-month period under consideration, as shown by the records of the office, was 44,910, but this, as we have pointed out, should not be confused with the number of individual persons registering. These numbered, in the aggregate, 34,950, of whom 29,821 registered only once and 5,129 registered more than once. It has not been deemed necessary to tabulate these data in detail so as to show how many persons registered twice, or three times, or four times, etc., during the course of the year. It is sufficient to observe that the 5,129 persons who registered more than once, registered, in the aggregate, 15,089 times, or an average of nearly three times each during the year, thus making up the total of 44,910 registrations.

The next feature of these statistics which deserves careful consideration before an inference should be drawn from them is the record of "positions offered" and which has been incidentally referred to above. It appears that the total number of positions offered male applicants for employment during the year was 30,406, and the total number of positions for the female applicants was 14,470, a grand aggregate of 44,876. But does this mean that positions were offered to 44,876 persons during the year? By no means. These figures cover many instances where several different positions have been offered to a single individual. It is manifestly perfectly proper to count the same person more than once as a separate individual served if, after holding a position which has been secured for him through the office for a certain length of time, he has lost it, perhaps through no fault of his own, and secures employment through the office again; but, in the case of a person who is offered several different positions before finally securing any employment whatever, the number of different positions that may have been offered him simply indicates the faithfulness with which the office tries to meet his particular needs and qualifications. The excess of the number of offers thus made over the number of individuals to whom these offers have been made is the register which records the industry of the

superintendent and clerks in their endeavors to be of real service to the unemployed.

Hence, while it appears that there were during the year 44,876 separate offers of positions to applicants for employment (nearly one, it will be observed, for each of the 44,910 separate *registrations*), there were, as a matter of fact, 23,668 individual persons to whom this aggregate number of offers was made. Of these 23,668 persons, 17,227 had only one position offered them, while 6,441 were each offered more than one position; and while the total number of registrations was 44,910, this number appears to have been nearly 10,000 in excess of the number of individuals who registered, namely, 34,950. Thus of this number of *individuals* who registered for employment, the office was able to offer one or more positions to 23,668, while to 11,282 it was unable to offer employment. While, therefore, the number of positions offered, 44,876, is seen to be a measure of the fidelity of the office in serving the 34,950 individual applicants for employment, the number of positions available must also be taken into account in the calculation. This number, as may be seen from the column giving the number of persons called for by employers, was 33,696, that is, it was 1,254 less than the total number of *individuals* who registered for employment during the year and 11,214 less than the aggregate number of *registrations*.

These figures giving the number of registrations for employment, the number of individuals thus registering, the number of positions offered to the numerous applicants, and the number of individuals to whom positions have been offered bear upon the labor supply. Let us now turn to the demand for help in the labor market during the year as reflected by the work of this office. It appears that the office has been patronized by 8,532 individual employers, firms, or corporations, and while this total includes many housewives making applications for domestic service, it also includes a gratifying proportion of mercantile establishments, factories, and institutions of various kinds in the metropolitan district of Boston and, in many instances, beyond. Of these 8,532 employers applying for help, 4,963 applied once during the year and 3,569 more than once. They made in the aggregate, however, 21,641 applications, of which

18,138 were for one person only and 3,503 for more than one person. But the aggregate number of positions for which help was wanted and which were, therefore, at the disposition of the office to fill from this list of registrations, if possible, was 33,696.

Thus, the total number of positions for which help was wanted being 33,696, of which 18,138 were offered by employers who wanted one person only, the remainder, namely, 15,558, represents the aggregate amount of help wanted by the 3,503 employers who wanted more than one person; that is to say, these 3,503 employers called for an average of four persons each. It is further to be noted that of the aggregate number of positions for which help was wanted (33,696), 19,965 were positions for which male help was required and 13,731 were positions for which female help was required. For these 19,965 positions for male help, the office had, in the aggregate, 25,350 males registered with whom to try to satisfy the registering employers; and it had a supply of 9,600 females with whom to supply the demand for 13,731.

It must, of course, be borne in mind and due allowance made therefor that the figures quoted above furnish only an approximate comparison of supply with demand, and that it is impossible, in giving a summary for the year's business, to make aggregates serve as a strictly accurate indication of conditions which are fluctuating more or less according to different seasonal periods, and are also likely to vary greatly in different occupations and trades. Obviously, it is a condition of no significance as bearing upon their immediate necessities if 40 men accustomed to sedentary and clerical labor register at the Free Employment Office for positions, and the office is able to offer only a given number of positions as blacksmiths or expert machinists. If all the holes are round and two-thirds of the pegs at hand are square, only one-third of the holes can be properly fitted, and the effort to adjust the remaining pegs and holes to each other will result in misfits. It is such facts as these relative to the supply and demand of the labor market that can be brought out only by a somewhat elaborate classification of the work of the office.

The necessity of resolving the aggregates of Table I on page

8 into their component parts, before one is justified in making specific and conclusive statements relative to industrial conditions as viewed from the standpoint of the labor supply, must therefore be apparent. The labor supply is classified at the Boston Free Employment Office, first, by sex, and then according as it is skilled or unskilled; and for the males a third classification is made, namely, "boys." Hence a tabular presentation of the work of the office according to this classification and by months is given, in order that a basis may be furnished for a more comprehensive study of supply and demand in the labor market. (See Tables IV-XI, pages 25-30.) Such a study, however, it has to be frankly admitted, would be much more informing as to social conditions if an accurate and detailed classification of skilled and unskilled labor by trades and occupations could also be given. This is not practicable at the present time, and indeed the extent to which it will ever be possible is doubtful, though an attempt in this direction has been made in Table XIV (pages 33-35).

The suggestion that a nominal fee (10 or 25 cents) should be charged for the registration of applicants for employment at offices maintained by the State is often made. The principal argument in behalf of this proposition is that "a better grade of employees would be obtained and the undesirable ones kept out of the office" if a fee were asked. Some employers have complained that in offices where no fees are charged there is a resulting tendency to make the employees too independent, since they feel that they can leave the employer whenever they choose without reasonable notice and readily obtain a new position without cost, the net result being to make help shiftless and migratory. This theory has been found, upon investigation, to be based upon individual instances of unfortunate experiences in obtaining help from the Free Employment Office, and only illustrates the not unnatural disposition of most men to draw broad conclusions from purely personal experiences, — manifestly insufficient evidence. But bearing upon this very point, there are fully as many letters on file in the office of the Bureau from employers who have patronized with satisfaction the Free Employment Office, and who attribute the good quality of the service rendered to the absence of a fee, as there are contentions

to the effect that the service could be improved by the charging of a fee.

Moreover if a fee is to be charged, the question at once arises — shall it be paid in advance simply for the privilege of registering or shall it be collectable only when employment has been secured, and in justice to the applicant for employment, if the latter plan should commend itself, how can collection be enforced? Private intelligence offices which do not exact a fee in advance merely for registration are obliged to hire collectors. The charging of a fee, on any basis, by the State free employment offices would involve additional clerical work and, while the extra cost of this might partially be offset by the receipts, it is doubtful whether enough could be collected to materially reduce the net cost of maintenance. Nothing, therefore, would probably be gained in administration financially by the charging of a fee. It is doubtless true that a small fee might result in discouraging a certain number of habitués of the office who are not seekers for bona fide employment from taking up the time of the registration clerks uselessly, but whether any advantage that might accrue from the introduction of the system would be sufficient to offset the additional labor that would be involved in the exaction of fees and the proper accounting for them is not so clear; and this without attempting to enter upon a discussion of the subject from a broader point of view.

The experience of the Boston Free Employment Office, in short, does not justify the theory that its defects, whatever they may be, would be materially remedied by the exaction of a fee from applicants for employment, nor does this experience furnish any substantial basis for the theory that capable and skilled help out of employment are disposed to refrain from using the office on the ground that it is a charitable institution, which they cannot, in due deference to instincts of self-respect, patronize. It is a fallacious assumption, moreover, that the mere fact of the possession of the amount that might be required as a fee can be relied upon as bearing any direct relationship to the qualifications of the applicant. Since the Boston office was opened, 8,532 employers have registered their wants there, and scores, including many of the largest manufacturing and mercantile concerns of Massachusetts, have taken the trouble to write to the

Bureau in approving terms of the service rendered and have made friendly suggestions for its improvement. These facts would seem to be fairly conclusive evidence that the service rendered by the office to employer and employee alike is entitled to judgment on its merits as a legitimate public enterprise of real economic value to the community and should not be regarded merely as a charity maintained from a philanthropic impulse to provide employment for the unemployed, though the office has unquestionably saved many thousands of dollars in the aggregate to deserving patrons by not charging any fees.

In my judgment there is no necessary relationship between the charging of a fee and the quality of service, and if there were, it is extremely unlikely that the condition would be altered in any material degree by demanding only a nominal fee such as has been suggested. I am of the opinion that, after proper training and experience, the managers and clerks at the free employment offices maintained by the State can adjust the qualifications of applicants for employment to the needs of employers calling for help quite as skilfully as can be done by the private employment agencies. So far as the problems of the office are solvable, they are so through proper management and the securing and retaining of the confidence and good-will of the employing public as the result of efficient service.

Another matter which has been brought up for consideration from time to time is the question of the desirability of requiring applicants for employment to furnish responsible recommendations and the contention that the office should send them to employers only after a careful investigation of these references. Here, again, the adoption of such a plan on as comprehensive a scale as would be absolutely necessary in order to make it approach the desired efficiency would involve a great and incalculable item of expense in the conduct of the office. Waiving that point, however, there remains to be considered the important question of the responsibility of the Commonwealth to the employer under such circumstances. I believe, after a careful consideration of this matter, that the State is not justified in taking upon itself the obligation of guaranteeing the reliability of an applicant for work whom it sends to an employer; for, if no guarantee is made, no legal responsibility

is incurred. Moreover, aside from the question as to whether the State should undertake to guarantee references as is done by certain private agencies, the intrinsic value of references is a matter of grave doubt. Almost any man can get some kind of a reference, and the average employer, though he cannot continue on his pay-roll a needless employee or one whom he deems inefficient, is, nevertheless, very apt to be sufficiently well-disposed to feel that the man is at least entitled to a kind word. He argues to himself: "This man can no longer be of any service to me in my business, but if he can obtain employment elsewhere I surely have no objection and I do not know that I am called upon to prejudice his case with others by pointing out his defects."

To contend that the free employment offices are not justified in attempting to guarantee references and, further, that such references are often of comparatively little real value when given is not, however, to be construed as absolving the offices from the duty of furnishing each party to the transaction of employment as full information about the other as is possible under the circumstances. There is a moral responsibility, to employers and applicants for employment alike, of assisting each party in every proper way to reach a satisfactory bargain, intended to result in as permanent an alliance as possible. It would be manifestly unfair to the employer, and evidence of inefficiency on the part of the public employment office, if the office were to send him a miscellaneous assortment of applicants for work without regard to their proper fitness to fill the particular positions available. And this would be no more unfair to the employer than to the seeker for employment. Thus, while the offices cannot undertake to guarantee, or even to verify, references given by applicants for employment, they nevertheless make a practice of asking each applicant for employment to furnish some information which is, in reality, in the nature of a reference, even though it be no more than a mere statement as to where and by whom he or she was last employed. These data, together with the other statements made by the applicant in registering, are given to the employer for his information if he desires it. The applicant, on the other hand, is likewise given such information as the office has concerning employers

who may have vacancies available; and if the employer is seeking help to take the places of employees who have gone on strike, the applicant is informed of this fact.

Statistics which attempt to show the extent of unemployment are sometimes apt to be misleading if they take no account of the causes thereof. The free employment office is not concerned primarily with the adjustment of social conditions or the settlement of labor controversies. If an employer says that he has plenty of work for men if they will take it, but the conditions of employment which he lays down are such that men who may be out of work will not accept his terms, this is manifestly a condition for which the free employment office cannot be responsible; nor can it undertake to state whether the fault for a prevailing condition of unemployment in such instances lies with the employer or with the employee.

The language of the act setting forth the functions of the free employment offices seems, therefore, to have been exceptionally well conceived when it provided that these offices should be established "for the purpose of bringing together those who seek employment and those who desire to employ." The administration of the offices is assuredly bound, under the law, to do everything possible to "bring together," without any expense to either party, those who seek employment and those who desire to employ. Having brought them together, the State's legal function and duty in the transaction ends. The two parties must make their own bargain. If the applicant is unwilling to accept an employer's offer because of the terms attached to it, or if the employer is unwilling to hire an applicant because of certain stipulations which the latter may wish to make as to terms of his acceptance, the failure of the two to make a bargain may be a matter of regret for either or both parties; and if this failure to make satisfactory bargains extends to and comprehends large bodies of organized workmen on the one hand, and compactly organized bodies of employers on the other, the situation is deplorable. But the free public employment office cannot be expected to cope with it, nor is the office in any sense organized for this purpose. Other agencies for dealing with problems of unemployment growing out of difficulties between employers and employees on matters of policy in their mutual

relations have been provided by law, and also exist in such extra legal bodies as the Civic Federation.

One of the most difficult problems with which the free public employment offices have to deal, and in common no doubt with the private agencies, is the large number of persons who register for employment but are lacking in suitable equipment for any particular trade or occupation where some degree of skill or experience is required. The efforts to promote technical instruction have largely superseded the old system of apprenticeship abroad, and the tendency in this country is now in the same direction, although it is still true that a young man has much less opportunity here than in Germany or France to learn in a direct way all the details of a trade and thus become a skilled workman. Were it not for the promise which current investigations hold out, we should soon be confronted with a very serious problem — the lack of a sufficient number of skilled workmen ready to do the work that the world is calling for, and, on the other hand, young men walking the streets or performing only ordinary labor. That this fact, however, is gradually becoming more widely appreciated is shown by the number of private schools, where instruction in the technique of various trades and professions is offered, that have come into existence in recent years, and these are constantly being augmented by public vocational schools. Certain private institutions do little more than pretend to teach by correspondence for a stipulated fee, and, after meaningless typewritten or printed lessons are received by mail, the student becomes discouraged and drops the course, forfeiting the amount paid. They all, nevertheless, bear testimony to the increasing recognition of the fact that the average youth who leaves the regular public school without a trade well learned is handicapped in the race for life.

Probably much of crime, poverty, and wretchedness to-day could be traced to the fact that parents do not teach, or — let us be just — have not the means or the opportunity of teaching their children how to become self-supporting. Every child should have an opportunity to learn to do one thing well and should be trained in such a way as to become an effective industrial and social unit, and since this training cannot safely be trusted to private agencies it follows that the field of public

education must be broadened. Nowhere are these facts more apparent than in the daily experience of the free employment offices, and a systematic effort has therefore been made to tabulate these observations in co-operation with our State Commission on Industrial Education. That board can, in view of its special functions, more appropriately present the information, which the Bureau of Statistics of Labor has been most willing to collect for it, than can the Bureau at the present time.

Appended to this report are certain statistical tables referred to in the preceding pages; and also a special report covering the work of the Boston office for the year by the superintendent, Mr. Walter L. Sears, which contains many interesting and valuable observations and is deserving of a careful reading. In this connection I desire to place on record my sincere appreciation of the faithfulness, earnestness, and zealous interest observed in the conduct of the office by both Mr. Sears and the Chief Clerk, Mr. G. Harry Dunderdale.

CHARLES F. GETTEMY,
Chief, Bureau of Statistics of Labor.

STATISTICAL TABLES.

(Tables I, II, and III may be found on pages 8 and 10, respectively.)

TABLE IV.—*Supply and Demand for Skilled Male Labor. Boston.*

(FROM DECEMBER 3, 1906, TO NOVEMBER 30, 1907.)

MONTHS.	Work- ing Days	SUPPLY	DEMAND			POSITIONS OFFERED	
		Registra- tions for Em- ployment	Number of Applica- tions from Employers	Aggregate Number of Persons Called For	Daily Average	Num- ber	Daily Average
1906.							
December,	24	985	200	606	25.25	484	20.17
1907.							
January,	27	1,453	282	497	18.41	789	27.87
February,	23	1,062	191	406	17.61	544	23.66
March,	26	1,135	318	905	34.81	849	32.66
April,	25	1,088	317	767	30.68	795	31.80
May,	26	987	271	534	20.54	821	31.58
June,	24	728	215	343	14.29	799	33.29
July,	26	691	228	319	12.27	736	28.31
August,	27	380	221	340	12.59	714	26.46
September,	24	434	259	359	14.96	913	38.25
October,	27	361	216	286	10.59	768	28.44
November,	25	239	109	141	5.64	353	14.12
TOTALS,	304	9,383	2,922	5,502	18.10	8,520	28.03

TABLE V.—*Supply and Demand for Unskilled Male Labor. Boston.*

(FROM DECEMBER 3, 1906, TO NOVEMBER 30, 1907.)

MONTHS.	Work- ing Days	SUPPLY	DEMAND			POSITIONS OFFERED	
		Registra- tions for Em- ployment	Number of Applica- tions from Employers	Aggregate Number of Persons Called For	Daily Average	Num- ber	Daily Average
1906.							
December,	24	4,456	1,012	2,268	94.50	1,112	46.33
1907.							
January,	27	2,068	332	686	25.41	1,170	43.33
February,	23	1,662	296	481	20.91	1,001	43.52
March,	26	1,928	613	1,133	43.58	1,200	46.15
April,	25	2,322	851	1,816	52.64	1,384	73.36
May,	26	1,971	788	1,251	48.12	1,378	73.23
June,	24	1,291	708	933	38.88	1,487	61.96
July,	26	1,150	671	879	33.81	1,557	59.88
August,	27	740	406	688	25.63	1,390	51.48
September,	24	623	536	718	29.92	1,569	65.39
October,	27	555	441	617	22.85	1,365	50.56
November,	25	373	257	324	12.96	876	35.04
TOTALS,	304	19,129	6,976	11,244	36.98	16,439	54.07

TABLE VI.—*Supply and Demand for Boys. Boston.*

(FROM DECEMBER 3, 1906, TO NOVEMBER 30, 1907.)

MONTHS.	Working Days	SUPPLY	DEMAND			POSITIONS OFFERED	
		Registrations for Employment	Number of Applications from Employers	Aggregate Number of Persons Called For	Daily Average	Number	Daily Average
1906.							
December, . . .	24	354	214	286	11.92	366	15.25
1907.							
January, . . .	27	515	294	390	14.44	499	18.49
February, . . .	23	488	230	290	12.61	522	22.70
March, . . .	26	432	324	473	18.15	503	19.35
April, . . .	25	402	319	452	18.08	442	17.68
May, . . .	28	341	259	317	12.19	531	20.42
June, . . .	24	739	126	168	7.00	382	15.92
July, . . .	26	526	96	111	4.27	205	7.89
August, . . .	27	158	119	139	5.15	341	12.63
September, . . .	24	195	249	316	13.16	649	27.04
October, . . .	27	154	163	194	7.19	558	20.67
November, . . .	25	121	78	84	3.36	449	17.96
TOTALS, . . .	304	4,425	2,466	3,219	10.59	5,447	17.92

TABLE VII. — *Supply and Demand for Male Labor — Aggregates — Boston.*
(FROM DECEMBER 3, 1906, TO NOVEMBER 30, 1907.)

MONTH.	Working Days	SUPPLY		DEMAND		POSITIONS OFFERED		POSITIONS FILLED		Percent-ages of Positions Filled of Number Called For
		Registrations for Employment	Daily Average	Number of Applications from Employers	Aggregate Number of Persons Called For	Daily Average	Number	Daily Average	Number	
1906.										
December,	24	5,745	239.38	1,426	3,160	131.67	1,962	81.76	500	15.83
1907.										
January,	27	4,006	148.37	906	1,673	58.26	2,408	88.19	606	38.53
February,	23	3,222	140.06	717	1,176	51.13	2,067	88.87	464	39.46
March,	26	3,496	134.42	1,960	2,510	96.54	2,552	96.15	763	30.40
April,	25	3,762	150.48	1,487	2,535	101.40	3,071	122.84	994	39.31
May,	26	3,249	124.96	1,318	2,102	80.35	3,230	124.23	985	46.86
June,	24	2,758	114.91	1,049	1,444	60.17	2,668	111.17	827	57.37
July,	26	2,867	91.04	990	1,309	50.35	2,488	96.08	795	60.78
August,	27	1,278	47.33	806	1,117	41.37	2,445	90.56	729	65.26
September,	24	1,252	52.17	1,044	1,393	58.04	3,136	130.67	816	58.38
October,	27	1,070	39.63	1,044	1,097	40.63	2,691	98.67	766	68.92
November,	25	783	29.32	489	1,549	21.96	1,678	67.12	436	79.42
TOTALS,	304	32,937	108.35	12,264	19,965	65.67	30,406	106.02	8,671	43.43

TABLE VIII. — *Supply and Demand for Skilled Female Labor. Boston.*

(FROM DECEMBER 3, 1906, TO NOVEMBER 30, 1907.)

MONTHS.	Working Days	SUPPLY	DEMAND			POSITIONS OFFERED	
		Registrations for Employment	Number of Applications from Employers	Aggregate Number of Persons Called For	Daily Average	Number	Daily Average
1906.							
December,	24	342	143	373	15.54	210	8.75
1907.							
January,	27	725	148	466	17.26	359	13.30
February,	23	398	159	629	26.04	319	13.67
March,	26	413	218	974	37.46	453	17.43
April,	25	401	182	535	21.40	423	16.92
May,	26	365	110	281	10.81	437	16.81
June,	24	290	82	192	8.00	381	15.86
July,	26	436	113	284	10.92	612	23.54
August,	27	157	183	268	9.98	479	17.74
September,	24	205	102	225	9.37	500	20.83
October,	27	160	88	179	6.63	496	18.37
November,	25	131	57	83	3.32	305	12.20
TOTALS,	304	4,018	1,585	4,669	15.43	4,974	16.36

TABLE IX. — *Supply and Demand for Unskilled Female Labor. Boston.*

(FROM DECEMBER 3, 1906, TO NOVEMBER 30, 1907.)

MONTHS.	Working Days	SUPPLY	DEMAND			POSITIONS OFFERED	
		Registrations for Employment	Number of Applications from Employers	Aggregate Number of Persons Called For	Daily Average	Number	Daily Average
1906.							
December,	24	1,287	340	380	15.83	439	20.33
1907.							
January,	27	909	797	864	31.63	565	20.92
February,	23	746	666	712	30.96	487	21.17
March,	26	865	949	1,060	40.39	719	27.66
April,	25	1,000	1,106	1,329	53.16	914	36.56
May,	26	819	790	1,010	38.84	880	33.84
June,	24	608	636	806	33.58	805	33.54
July,	26	563	601	750	28.85	898	33.31
August,	27	307	422	547	20.26	821	30.78
September,	24	266	613	692	28.42	1,053	43.86
October,	27	319	511	551	20.41	1,070	39.63
November,	25	241	351	371	14.84	817	33.68
TOTALS,	304	7,965	7,842	9,042	29.74	9,496	31.24

TABLE X. — *Supply and Demand for Female Labor — Aggregates — Boston.*
(FROM DECEMBER 3, 1906, TO NOVEMBER 30, 1907.)

Month.	Working Days	SUPPLY		DEMAND		POSITIONS OFFERED		POSITIONS FILLED		Percent-ages of Positions Filled of Number Called For
		Registrations for Employment	Daily Average	Number of Applications from Employers	Aggregate Number of Persons Called For	Daily Average	Number	Number	Daily Average	
1906.										
December,	24	1,699	67.87	463	753	31.37	669	331	16.29	51.33
1907.										
January,	27	1,634	60.51	945	1,330	49.89	924	537	19.89	40.63
February,	23	1,139	49.52	825	1,541	67.00	806	331	16.57	24.73
March,	23	1,373	49.15	1,167	2,024	77.85	1,173	479	18.43	23.67
April,	26	1,401	56.04	1,288	1,864	74.56	1,357	541	21.64	29.02
May,	26	1,184	45.54	900	1,291	49.65	1,317	533	20.31	40.90
June,	24	1,883	37.21	718	993	41.56	1,166	434	20.17	46.50
July,	26	1,089	39.57	714	1,064	39.77	1,478	533	20.46	51.46
August,	27	464	17.13	615	815	30.19	1,310	453	16.74	55.46
September,	24	471	19.63	715	907	37.79	1,533	503	20.86	56.46
October,	27	479	17.74	699	780	27.04	1,566	562	21.86	51.10
November,	25	573	14.88	408	454	18.16	1,133	339	15.56	50.63
TOTALS,	304	11,973	39.33	9,577	13,731	45.17	14,470	5,809	19.11	42.31

TABLE XI. — *Recapitulation and Aggregates of Business — Both Series — Boston.*

(FROM DECEMBER 3, 1906, TO NOVEMBER 30, 1907.)

Months.	Working Days.	SUPPLY		DEMAND		POSITIONS OFFERED		POSITIONS FILLED		Per-centage of Positions Filled of Number Called For
		Registra-tions for Em-ployment	Daily Average	Number of Applica-tions from Employers	Aggregate Number of Persons Called For	Daily Average	Number	Daily Average	Number	
1906.										
December,	24	7,374	307.25	1,909	8,913	163.04	9,661	110.88	861	37.77
1907.										
January,	27	5,640	208.88	1,853	2,898	107.15	2,833	132.41	1,143	39.51
February,	23	4,961	189.60	1,643	2,717	118.13	2,573	124.91	845	31.10
March,	31	4,773	183.57	2,427	4,534	174.88	5,724	145.23	1,243	27.89
April,	30	5,163	206.92	2,776	4,399	173.96	4,406	143.33	1,685	34.89
May,	30	4,438	170.50	2,218	3,856	130.50	4,547	174.88	1,513	44.66
June,	30	4,651	152.12	1,767	2,443	101.75	2,554	160.59	1,311	52.69
July,	31	5,396	180.61	1,704	2,343	90.13	3,276	152.93	1,327	56.64
August,	31	1,743	64.51	1,421	1,853	71.56	2,785	139.08	1,181	61.12
September,	34	1,723	71.79	1,759	2,500	96.83	4,589	196.33	1,319	57.85
October,	31	1,549	57.37	1,419	1,827	67.67	4,357	157.67	1,343	73.78
November,	25	1,106	44.20	847	1,008	40.13	2,800	112.00	825	59.35
TOTALS,	304	44,910	147.73	21,641	83,696	110.94	44,876	147.63	14,480	43.97

TABLE XII. — *Supply and Demand for Labor — Aggregates — Springfield.*

(FROM SEPTEMBER 4, 1907, TO NOVEMBER 30, 1907.)

MONTHS.	Working Days	SUPPLY		DEMAND			POSITIONS OFFERED		POSITIONS FILLED		Percent-ages of Positions Filled of Number Called For	
		Registra-tions for Em-ployment	Daily Average	Number of Applica-tions from Employers	Daily Average	Aggregate Number of Persons Called For	Daily Average	Number	Daily Average	Number		
1907.												
September,	23	984	42.78	896	17.21	791	34.39	578	25.13	182	7.91	93.01
October,	27	688	25.48	264	9.77	430	15.92	539	19.59	824	12.00	75.35
November,	25	504	20.16	203	8.12	267	10.68	357	14.28	290	11.60	108.61
TOTALS,	75	2,176	29.01	863	11.50	1,488	19.84	1,464	19.53	706	10.61	53.49

TABLE XII. — *Supplementary.*

CLASSIFICATION.	SEPTEMBER				OCTOBER				NOVEMBER			
	Males		Females		Both Sexes		Males		Females		Both Sexes	
Registrations for employment,	894	160	984	524	154	688	266	138	504			
Daily averages,	35.83	6.96	42.78	19.78	5.70	25.48	14.64	5.53	20.16			
Number of persons called for by employers,	499	969	1,491	333	91	430	1,166	1,092	947			
Daily averages,	18.65	15.74	17.21	12.55	3.87	15.92	6.66	4.98	10.68			
Positions offered,	434	144	578	424	95	529	216	141	387			
Daily averages,	16.87	6.96	12.78	16.07	3.89	19.59	8.64	5.44	14.28			
Positions filled,	189	43	232	267	63	334	191	92	280			
Daily averages,	6.04	1.87	7.91	9.67	2.53	13.00	7.64	3.96	11.60			

TABLE XIII. — *Supply and Demand for Labor — Aggregates — Fall River.*
(FROM OCTOBER 1, 1907, TO NOVEMBER 30, 1907.)

MONTHS.	Working Days	SUPPLY		DEMAND			POSITIONS OFFERED		POSITIONS FILLED		Percent-ages of Positions Filled of Number Called For
		Registra-tions for Em-ployment	Daily Average	Number of Applica-tions from Employers	Daily Average	Aggregate Number of Persons Called For	Daily Average	Number	Daily Average	Number	
October,	27	408	14.92	191	7.07	294	8.66	308	11.22	112	47.86
November,	26	257	10.28	131	5.94	145	5.60	210	8.40	129	61.14
TOTALS,	52	660	12.60	322	6.19	579	7.28	518	9.86	234	61.74

TABLE XIII. — *Supplementary.*

CLASSIFICATION.	OCTOBER			NOVEMBER		
	Males		Both Sexes	Males		Both Sexes
	Registrations for employment,	Daily averages,	Number of persons called for by employers,	Registrations for employment,	Daily averages,	Number of persons called for by employers,
October,	376	10.22	191	150	4.24	234
November,	276	10.22	131	129	4.96	145
TOTALS,	652	10.22	322	279	4.60	379
Registrations for employment,	376	10.22	191	150	4.24	234
Daily averages,	10.22	10.22	7.07	4.24	4.24	5.60
Number of persons called for by employers,	191	191	145	129	129	145
Daily averages,	7.07	7.07	5.94	5.07	5.07	5.60
Positions ordered,	135	135	131	60	60	60
Daily averages,	5.00	5.00	5.04	2.40	2.40	2.31
Positions filled,	60	60	53	55	55	47
Daily averages,	2.22	2.22	1.93	2.20	2.20	1.88

TABLE XIV. — *Positions Secured Classified by Occupations.*

SEX AND OCCUPATIONS.	Boston	Spring- field	Fall River	Totals
<i>Males.</i>	8,671	591	115	9,377
Apprentices (electrical work),	11	-	-	11
Apprentices (machinists),	49	-	-	49
Apprentices (printer*),	16	-	-	16
Apprentices (other trades),	107	-	-	107
Apprentices (not specified),	234	10	-	234
Attendants (hospital),	57	-	-	57
Bakers,	12	-	-	12
Bakers' helpers,	18	-	-	18
Bell boys,	73	-	-	73
Bill distributors,	41	-	-	41
Blacksmiths,	15	-	-	15
Blacksmiths' helpers,	8	-	-	8
Bookkeepers,	14	-	3	17
Bottle washers,	22	-	-	22
Brass workers,	17	-	-	17
Bundle boys,	13	-	-	13
Buss boys,	31	-	-	31
Canvasers,	19	-	-	19
Carpenters,	87	43	3	133
Chefs,	16	-	-	16
Cleaners,	41	-	-	41
Clerks (grocery),	14	11	-	25
Clerks (not specified),	83	6	8	96
Climbers (Gypsy Moth Commission),	14	-	-	14
Coal passers,	9	-	-	9
Coal shovellers,	22	-	-	22
Compositors,	21	-	-	21
Cooks,	178	6	3	185
Dish washers,	247	-	-	247
Distributors (samples),	-	6	-	6
Doffers,	-	-	8	8
Drivers (milk wagons),	21	-	-	21
Drivers (other),	23	-	-	23
Electricians,	15	-	-	15
Electricians' helpers,	4	-	-	4
Elevator tenders,	120	-	-	120
Engineers (stationary),	92	7	-	99
Errand boys,	587	10	-	597
Factory work (not specified),	122	-	-	122
Farm hands,	303	91	7	399
Firemen (stationary),	197	10	-	207
Gardeners,	44	-	-	44
General work,	664	9	17	690
Helpers (wagons),	23	-	-	23
Helpers (not specified),	23	-	-	23
Hostlers,	53	-	-	53
Hotel and restaurant work,	141	-	-	141
Housemen,	49	-	-	49
Housework,	19	-	-	19
Ice men,	15	-	-	15
Iron workers,	16	-	-	16
Iron workers' helpers,	7	-	-	7
Janitors,	57	-	-	57
Janitors' assistants,	27	-	-	27
Kitchen work,	362	-	-	362
Laborers,	302	189	17	508
Laundry work,	23	-	-	23
Leather workers,	6	-	-	6
Lumpers,	79	-	-	79
Lunch work,	11	-	-	11
Machine shop employees,	-	7	5	12
Machinists,	179	4	3	186
Machinists' helpers,	85	-	-	85
Meat cutters,	30	-	-	30
Office boys,	167	-	-	167
Packers (all kinds),	40	-	-	40
Painters (carriage and house),	89	11	-	100
Plumbers,	12	-	-	12
Plumbers' helpers,	30	-	-	30
Porters,	251	6	-	257
Press feeders,	46	-	-	46
Pressmen,	14	-	-	14
Printers,	15	-	-	15

TABLE XIV.—*Positions Secured Classified by Occupations—Continued.*

SEX AND OCCUPATIONS.	Boston	Spring- field	Fall River	Totals
<i>Males—Con.</i>				
Repairers (automobiles),	3	-	-	3
Riveters (machines),	4	-	-	4
Roofers,	3	-	-	3
Roofers' helpers,	6	-	-	6
Salesmen,	30	-	-	30
Shippers,	96	-	-	96
Shop work,	-	15	-	15
Solicitors,	18	-	-	18
Stablemen,	79	-	-	79
Steamfitters,	15	-	-	15
Steamfitters' helpers,	11	-	-	11
Stenographers,	17	-	-	17
Stock boys,	15	-	-	15
Supers (theatrical),	60	-	-	60
Teamsters,	320	31	-	351
Teamsters' helpers,	26	-	-	26
Tobacco hands,	-	7	-	7
Tool makers,	13	-	-	13
Travelling salesmen,	-	4	-	4
Waiters,	101	-	-	101
Watchmen,	23	-	-	23
Weavers,	4	-	-	4
Window cleaners,	18	-	-	18
Woodchoppers,	40	-	9	49
Woodworkers,	8	5	-	13
Wool sorters,	5	-	-	5
Yard men,	8	-	-	8
Other trades and occupations,	900	103	32	1,035
<i>Females.</i>				
	5,809	905	119	6,133
Addressers (envelopes),	43	-	-	43
Apprentices (all kinds),	25	-	-	25
Attendants (not specified),	17	-	-	17
Bookbinders and folders,	14	-	-	14
Bookkeepers,	43	-	-	43
Boxmakers,	10	-	-	10
Canvassers,	13	-	-	13
Cashiers,	21	-	-	21
Chambermaids,	210	9	-	219
Cleaners,	278	-	-	278
Clerks,	12	-	-	12
Compositors,	10	-	-	10
Cooks,	414	7	10	431
Corset factory employees,	-	24	-	24
Day work,	-	33	-	33
Dishwashers,	245	-	4	249
Errand girls,	21	-	-	21
Factory work (art),	20	-	-	20
Factory work (boxes),	21	-	-	21
Factory work (stitching),	11	-	-	11
Factory work (other trades),	31	-	-	31
Factory work (not specified),	375	-	-	375
Farm work,	11	-	-	11
Folders (circulars, etc.),	14	-	-	14
General work,	141	-	-	141
Hotel and restaurant work,	123	-	-	123
Housekeepers,	103	5	-	108
Housework,	855	57	47	959
Kitchen work,	673	22	-	695
Labelers,	35	-	-	35
Laundresses,	-	-	7	7
Laundry work,	186	7	-	193
Machine operators,	7	-	-	7
Mallers (calendars, etc.),	8	-	-	8
Nursemaids,	50	3	2	55
Nurses,	8	-	-	8
Office work,	129	-	-	129
Packers and wrappers,	8	-	-	8
Paint cleaners,	14	-	-	14
Pantry work,	144	-	-	144
Parlor maids,	7	-	-	7
Press feeders,	24	-	-	24
Saleswomen,	78	-	-	78
Scrubwomen,	117	-	-	117
Seamstresses,	33	-	-	33

TABLE XIV.—*Positions Secured Classified by Occupations—Concluded.*

SEX AND OCCUPATIONS.	Boston	Spring-field	Fall River	Totals
<i>Females—Con.</i>				
Second girls,	56	8	7	66
Shop work,	—	9	—	9
Space work,	11	—	—	11
Stenographers and typewriters,	68	—	—	68
Stitchers (not specified),	59	—	—	59
Table work,	47	—	—	47
Telephone and telegraph operators,	5	—	—	5
Waitresses,	563	10	11	584
Ward maids,	20	—	—	20
Washerwomen,	81	—	17	98
Wrappers (candy),	10	—	—	10
Wrappers (newspapers, etc.),	22	—	—	22
Writers,	10	—	—	10
Other trades and occupations,	255	16	14	285
<i>Recapitulation.</i>				
Males,	8,671	591	115	9,377
Females,	5,809	205	119	6,133
TOTALS,	14,480	796	234	15,510

TABLE XV.—*Cost of Equipment in Detail.*

CLASSIFICATION.	Boston	Spring-field	Fall River	Totals
Salary of superintendents prior to opening office,	¹ \$37.50	\$19.35	\$50.00	\$106.85
Clerical service other than above, prior to opening office,	377.88	—	—	377.88
Agents' salaries, prior to opening office,	595.70	—	—	595.70
Agents' traveling expenses, prior to opening office,	271.38	—	—	271.38
Other traveling expenses, prior to opening office,	90.98	42.90	53.45	187.28
Travel and other expenses of agent incident to opening office,	—	93.89	—	93.89
Carriage hire, prior to opening office,	5.00	—	—	5.00
Postage, prior to opening office,	300.00	—	—	300.00
Rent, prior to opening office,	125.00	—	—	125.00
Telephone,	—	6.55	—	6.55
Office supplies,	14.55	—	—	14.55
Office fittings,	928.50	109.74	184.73	1,222.97
Advertising,	411.55	33.30	25.65	470.50
Signs,	91.75	7.50	28.35	127.60
Printing,	16.38	—	—	16.38
Expressage, . . . . .	.85	—	—	.85
Plumbing,	22.00	—	—	22.00
TOTALS,	\$3,288.97	\$313.23	\$342.18	\$3,944.38

¹ Includes salary of Chief Clerk.

TABLE XVI. — *Cost of Maintenance in Detail. Boston.*
(FROM DECEMBER 3, 1906, TO NOVEMBER 30, 1907.)

MONTHS.	Rent	Salaries	Job Printing	Free Employment Gazette	Telephone	Electric Light	Office Supplies	Traveling Expenses	Advertising	Miscellaneous	Totals
1906.											
December,	\$250.00	\$1,182.17	\$114.08	\$66.48	\$15.13	\$23.25	-	-	-	-	\$1,651.05
1907.											
January,	250.00	1,365.01	890.84	26.72	15.72	25.30	\$169.05	\$29.70	-	\$33.08	2,194.87
February,	250.00	1,256.16	306.53	59.60	16.30	22.85	24.63	7.75	-	-	1,839.89
March,	270.84	1,234.10	194.75	87.91	18.86	20.30	46.50	11.25	-	8.75	1,888.76
April,	291.68	1,426.86	217.16	55.77	23.18	20.20	83.47	20.65	\$29.11	-	2,177.08
May,	291.66	1,400.66	189.88	49.37	37.75	20.00	5.90	-	-	-	1,835.31
June,	291.66	1,164.67	100.00	17.98	28.40	20.00	59.18	.15	-	-	1,682.02
July,	270.83	965.39	45.53	-	37.60	20.00	15.08	14.00	10.00	-	1,396.63
August,	200.00	818.87	76.61	-	23.61	20.00	2.00	-	-	-	1,145.99
September,	200.00	629.58	-	-	28.10	20.00	1.46	1.86	-	6.00	1,186.68
October,	200.00	919.79	142.91	-	37.00	20.00	9.85	5.00	-	15.00	1,859.55
November,	200.00	919.40	80.13	-	27.80	20.70	31.16	-	-	28.43	1,247.12
TOTALS,	\$2,966.65	\$13,401.65	\$1,631.97	\$363.83	\$287.61	\$252.60	\$455.25	\$60.06	\$39.11	\$91.21	\$19,664.83

TABLE XVII.—*Cost of Maintenance in Detail. Springfield.*¹

(FROM SEPTEMBER 4, 1907, TO NOVEMBER 30, 1907.)

CLASSIFICATION.	September	October	November	Totals
Salaries,	\$127.50	\$150.00	\$150.00	\$427.50
Printing,	—	115.64	15.73	131.37
Telephone,	9.60	6.95	14.96	31.51
Office supplies,	10.49	9.54	—	20.03
Travelling expenses,	9.50	34.10	—	43.60
Miscellaneous,	—	—	1.15	1.15
TOTALS,	\$157.09	\$316.23	\$181.84	\$655.16

TABLE XVIII.—*Cost of Maintenance in Detail. Fall River.*¹

(FROM OCTOBER 1, 1907, TO NOVEMBER 30, 1907.)

CLASSIFICATION.	September	October	November	Totals
Salaries,	—	\$108.67	\$108.67	\$217.34
Printing,	—	122.64	8.33	130.97
Telephone,	\$2.45	2.85	12.20	17.50
Office supplies,	—	5.52	6.14	11.66
Travelling expenses,	—	—	4.50	4.50
Advertising,	—	—	7.00	7.00
Miscellaneous,	—	—	2.25	2.25
TOTALS,	\$2.45	\$239.68	\$149.09	\$391.22

TABLE XIX.—*Recapitulation. Maintenance in Detail.*

CLASSIFICATION.	Boston (12 months)	Spring- field (3 months)	Fall River (2 months)	Totals
Rent,	\$2,966.65	1 —	1 —	\$2,966.65
Salaries,	13,401.65	\$427.50	\$217.34	14,046.49
Printing (job),	1,631.97	131.37	130.97	1,894.31
Printing (Free Employment Gazette),	363.83	—	—	363.83
Telephone,	287.51	31.51	17.50	336.52
Electric light,	252.60	1 —	1 —	252.60
Office supplies,	435.25	20.03	11.66	466.94
Travelling expenses,	95.05	43.60	4.50	143.15
Advertising,	39.11	—	7.00	46.11
Miscellaneous,	91.21	1.15	2.25	94.61
TOTALS,	\$19,544.83	\$655.16	\$391.22	\$20,611.21

¹ No charge made the Commonwealth for rent or light.

REPORT OF SUPERINTENDENT OF BOSTON OFFICE.

8 KNEELAND STREET, BOSTON,

December 1, 1907.

MR. CHARLES F. GETTEMY, *Chief,*
Bureau of Statistics of Labor,
State House.

SIR: — I have the honor to submit my first annual report as Superintendent of the Boston Free Employment Office, established in accordance with the provisions of Chapter 435 of the Acts of 1906, and the first office of its kind to be opened in this Commonwealth. The office, in close proximity to the business district as well as to transportation lines, is on the ground floor of a store building, the facilities for lighting and ventilating are excellent, and, everything considered, the location and quarters are well adapted for our purposes. From March 15 to July 15 last an adjoining room, with an entrance on Washington Street, was also hired, but this was abandoned on the latter date as being unnecessary and involving a needless expense.

The Boston office was opened for business December 3, 1906, the undersigned having been appointed superintendent and Mr. G. Harry Dunderdale having been appointed chief clerk. The amount of business at the outset was all that the office could properly attend to, the daily attendance for a time averaging 1,500, while on some days over 2,500 persons have entered the office. The staff for the first few months averaged from 20 to 25 in number, but at present it consists of the superintendent, the chief clerk, 10 desk clerks (five men and five women), a "floor man," and a charwoman. While this force of 14 persons has all the work that it can properly attend to, it is, nevertheless, in my judgment, adequate. The office is open, Sundays and holidays excepted, from 9 A.M. to 5 P.M. and Thursday evenings from 6 to 9 o'clock. The registration of applicants for employment closes at 4 o'clock to permit clerks in charge of departments to make up their daily reports and

prepare for the next day's business. There is, also, at least one clerk on duty as early as 8 A.M. and as late as 6 P.M. daily to receive and register orders by telephone.

Realizing from the beginning that system is essential to economy and the best results, my aim has been to so organize and conduct the office as to secure a maximum number of positions for those seeking employment at a minimum cost of operation per position actually secured. The office force is now so well organized and the work so systematized that the volume of business is satisfactorily handled by a staff of about one-half the former number and with a noticeable reduction in operating expenses. The office is organized into five departments, not including the duties of superintendence, correspondence, and keeping the records; the latter includes the registering of employers' applications for help. These five departments for the registration of applicants for employment are as follows:

1. Unskilled males, embracing the registration of laborers, teamsters, agricultural, hotel, and restaurant help.
2. Skilled males, embracing the registration of mechanics, factory and mercantile help, etc.
3. Male minors under 18 years of age.
4. Unskilled females, embracing the registration of domestics, hotel and restaurant help.
5. Skilled females, embracing the registration of factory and mercantile help, stenographers, etc.

Each of these departments is in charge of an especially qualified clerk, since it requires a person of large sympathy, tact, good judgment, and knowledge of human nature to assign a person in one of the several classes of applicants for employment to a position calculated to suit an employer's needs. Employers sometimes say, — "Do not send a whole lot of people to my place to take up my time; send two or three. You know what I want." They seem, in short, and not without reason, to expect our clerks to be, to a large extent, specialists who should relieve them as much as possible of the trouble and annoyance in selecting proper help. In the beginning it was intended to give preference to priority of registration or to those having a number dependent upon them for support, but experience has proved

this impracticable. A method which gives the most satisfaction to the employer and employee alike is for the seeker for employment to call at the office frequently — if he wants work he will do so — and when there is anything to meet his case he is offered a position. We do not, however, allow any loitering about the office, holding that it should not be a mere rendezvous for the unemployed. Applicants for employment are encouraged to come again, and to come often, but not to remain standing or sitting about the office.

A simple and convenient card system for filing applications for employment and for help has been adopted. Upon the registration card of the applicant for employment are recorded the name and address, and a statement of the position desired. If the applicant is a stenographer or typewritist, the system and machine used and the speed attainable are recorded; in the case of a bookkeeper, the applicant is asked to state in what system he is most proficient. The experience of each applicant as to time is also asked, as well as a statement of wages or salary expected. There are also blanks on the registry slip for recording the color or race of the applicant, the age, place of birth, conjugal condition, whether living at home or boarding, the religion, whether or not a member of a trade union, and the duration of employment or unemployment during the 12 months preceding the application. The question as to religion is asked only because in some instances, particularly in the matter of household help, the employer requires information upon this point. It is not asked of the applicant for any inquisitorial or statistical purpose and is never pressed if the applicant does not care to answer it willingly. The question as to membership in a trade union is asked chiefly for a statistical purpose, since a tabulation of the replies may be expected to throw some light upon the extent to which the unemployed patronizing the office are trade unionists. On the reverse of this card are blanks for recording any references that the applicant may give, and there is also space for recording the names of employers to whom the applicant may be sent subsequently.

The employer's registry card has blank spaces for the address and telephone number, the character of the business, kind of work for which help may be wanted, the number wanted, the

age limit if any, the hours per week which the applicant is expected to work, a statement as to whether payment is made by the hour, day, week, month, or piece, and the rate of wages. On the reverse of this card are blank spaces for filling in further particulars when it is domestic help that is wanted. In such cases employers are asked to state the number in the family, the number of servants, whether the help wanted is expected to do cooking or washing, or both, the religion of the family, and whether the family lives in a house or an apartment.

All employees' registry slips are kept alphabetically, but separately by sex. Whenever the person registered is sent out to an employer, a memorandum is made on the back of the slip, showing the employer's number, the date the applicant was sent, and whether or not the applicant was hired. By this means a complete record of the applicant's dealings with the office is always on hand for ready reference. In special cases, skilled help are registered and classified according to occupation until after a period of 30 days, when the cards are sorted out and arranged alphabetically by surnames. The occupational classification of this grade of help, in the first instance, is for the purpose of having readily at hand a list of persons who can be reached immediately by telephone or mail. The office requires that all positions to which applicants are sent shall be reported as filled or not filled, and none are counted in our records of "positions secured" unless definite information to that effect has been received. But the difficulty of getting precise returns for the number of positions secured is obvious. If people get what they want, whether help or employment, they are too often prone to neglect a duty they plainly owe to the free employment office, namely, to report the fact. Employers in particular, while they may be very grateful for the prompt attention given their applications, are not always so punctual in reporting back to the office when they have benefited by its service as they are when the help was not secured or when more help is wanted, but whenever they can be reached by telephone the desired information is usually secured.

While we cannot undertake to guarantee references or the quality of help furnished to employers, as in some cases is done by private agencies which charge fees, we do endeavor to keep

a record of applicants which will give some information as to their general character, integrity, and honest desire for employment. This system is the result of an effort to improve the service to employers who claim that an office where no fee is charged has a tendency to make the employees feel that they can leave the employment whenever they choose to do so without reasonable notice, and that it has a tendency to make them shiftless and migratory. On the other hand, we deem it our duty to furnish applicants for employment with information concerning prospective employers, which, in our judgment, the applicants have a legitimate right to possess. Thus if we know that a strike or a lockout is on in a certain establishment which has registered with us for help, applicants for employment are informed of that fact when offered the opportunity for employment with the concern in question. We deem it but fair that, if an applicant for employment has any scruples against accepting employment in an establishment where there is a strike or a lockout, he is entitled to this information in order that he may govern himself accordingly, and if he decides to accept the offer he can thus do so with full knowledge of the circumstances. No discrimination has been made in the service of the office between union and non-union labor.

We have had calls for help and situations from every State in New England and from New York, West Virginia, Nebraska, Maryland, North Carolina, New Brunswick, Nova Scotia, the Bermudas, the West Indies, and from a very large number of municipalities of this State. Under a strict interpretation of the law, however, registration must be confined to residents of Massachusetts, and I would strongly advise the modification of this provision to at least a degree that would authorize our sending applicants for employment to employers in other States, if the applicants are willing to go to them, bearing in mind, of course, that employers of our own State should be given the first call upon our services.

We have given a fair trial to the mail order plan of furnishing employment, but it was found to be expensive, unresponsive, and unsatisfactory. The mail order idea might be successful in a sparsely settled agricultural State but not in a thickly settled manufacturing Commonwealth like Massachusetts.

Positions sometimes are secured indirectly through this office. Applicants are sent in response to requests for help and, failing to secure the position, they inform their friends, who, in turn, call on the employers and are hired. We have no record of positions thus filled.

Along the line of supplying to the unemployed information as to where they may obtain work, I have arranged with the Federal and State Civil Service Commissions and the Army and Navy Recruiting Offices for posting their bulletins. The "help" columns of the newspapers are also frequently posted. The policy of sending special agents among employers to solicit business, which was tried during the first few months, was given up, as experience showed that it was expensive and unsatisfactory. Early in March, at my suggestion, an "out" telephone service was put in and placed in charge of a clerk, who keeps in direct and frequent communication with employers. This has proved a valuable substitute for traveling solicitors. At present, therefore, we have no such agents outside and no paid newspaper advertisements.

There has been a good demand for skilled labor throughout the year. Any good mechanic who desired employment could readily secure it at fair compensation. Manufacturing establishments with plants in isolated districts have had great difficulty in obtaining and retaining sufficient help. This condition is responsible for the fact that certain concerns have felt obliged to move their plants nearer to the cities, where the employees, being near centres of entertainment, are likely to be better contented.

There has been a steady demand also for factory women (in laundry, dye-house, clothing, candy, and fancy goods shops, for both in and out of the city), with a limited supply. Very few are willing to leave the city even at good wages. We have a good supply of girls who have attended commercial schools and colleges, or taken correspondence courses (stenographers, typewriters, and bookkeepers), but little demand for their services. Most of such institutions are attended by a large number of young men and women from the surrounding country and have employment bureaus connected with them which undertake to guarantee their graduates permanent employment.

The demand for girls and women as domestics and for general housework is much in excess of the supply, and we have been unable to fill more than one-half of the places open to this class of employment. It is often said that immigrant girls should naturally, if properly directed, find their way to this office and be available for household service, but, although we have kept in close communication with the various immigration societies and have, on occasion, sent representatives of the office to the incoming steamers with a view to obtaining the labor necessary to meet the needs of employers, little success has attended our efforts. In only a very few instances is the class of immigrant girls now coming to our shores found willing to engage in domestic service, the overwhelming majority of them preferring some other kind of employment. The heaviest immigration at the present time from Europe is that from Italy, but the Italian girls will not listen to a proposition to enter household service. Usually relatives or friends are on hand at the wharf to greet the prospective American citizen and, as a rule, he has a fixed destination. There are, moreover, local organizations that have agents to look after the interests of the several nationalities. So it happens that, for one reason or another, the newly-arrived immigrant seldom finds his way into the public employment office, but secures his employment, in the first instance, through some other channel.

We have, with fair success, made special efforts to supply agricultural help. Numerous calls for farm hands have come from the more remote sections of the State, which could not be supplied because the men obtainable declined to go so far for employment when it could be secured nearer at hand. The difficulty in supplying good farm help is sometimes attributed to the rigid prohibition policies which are in operation in rural districts, but it will probably be conceded that in many cases the remedy suggested, license, would be worse than the disease. Another cause, and a more obvious, of this scarcity is that the country boys, as a rule, leave their homes to seek better opportunities, the chances for advancement in their native towns being limited. The farm boys receive small wages and have very little time for rest or recreation. Their winters are even duller than their summers, and their pay generally lower. Few boys of am-

bition can rest content under these conditions. A remedy may be found in educating the country boy in the field of intensive agriculture.

The public does not yet fully realize that the employment office business covers the whole field of diversified industry, but when one considers how diversified labor itself is, it should not seem strange that one may go to the same office and get a carpenter, a hod carrier, a domestic, a teacher, a high grade stenographer or bookkeeper, or a common unskilled laborer. The labor market, broadly speaking, may be divided into two classes, a superior and an inferior, and an analysis of these two classes will serve to show the need of differentiation in service required in the employment office business. The superior labor market embraces all occupations requiring some degree of skill. It is not easy to define these occupations exactly, but in practice it is not ordinarily difficult to draw the line.

The inferior class of labor is of three distinct kinds, — those who are physically unable to do a man's work; those who, though able, are unwilling to do any work; and those who are neither able nor willing to do a man's work. The latter require the attention of agencies other than employment offices. The physically unable include those innocent victims of misfortune, the cripples, the aged and infirm, who are the most averse to anything like charity, and are often the most deserving of sympathy. To provide work for them is a difficult problem for the employment agency, and they, too, must in most cases be cared for by society in some other way. On the other hand there are those who, though able-bodied, are shiftless, lazy, or incompetent; they pretend to look for work, but are likely to be exceedingly finical as to the kind they are willing to accept.

Then there is still another class to whom it would perhaps be unjust to apply the descriptions above given. They are the men, many of them married and having families dependent upon them, who, while not infirm, have comparatively little physical strength or endurance and are incapable of hard manual labor, which, even if they undertake, they cannot perform for any protracted period. They are in many instances the victims of business economies, thrown out of employment through no fault of their own. It is no solution of the problem of livelihood

for a bookkeeper or clerk in a mercantile establishment when, at 45 or 50 years of age, suddenly thrust on the world to find a new place for himself, he is told that he can have a job as a blacksmith or a stonemason if he will take it. Somewhere in between the inferior and superior labor market is this great class, — those apparently willing and anxious to earn an honest living but who are ill-equipped through lack of early advantages, men who have never learned a trade and who are fit in fact only for employment requiring little or no physical strength or mental capacity.

Anything which tends to weaken or discourage habits of thrift is to be deprecated. The sad truth must be acknowledged and deplored that great numbers are brought to poverty and destitution by improvidence and intemperance. This office is, and has been, working in conjunction with various philanthropic associations throughout the metropolitan district, as well as the State and local boards of charity. These associations send a number of unemployed to the office, and later make inquiry asking for the names of those who have called in search of work. In this way the lazy and shiftless are watched, those who have evaded work are brought to light, and the municipalities and Commonwealth are thereby saved a sum of money not easy to compute. More satisfactory results for the unemployed might, in my judgment, be obtained if it were possible for the various free private agencies in the metropolitan district to establish a sort of central clearing house for their various activities.

The Boston Free Employment Office is one of the largest of its kind in the United States, and though in operation only a year, it has had visitors from many other States and foreign countries. Members of city and State governments, judges, publicists, philanthropists, students of social economy, college and social settlement workers, commissioners of labor, and officials of the local and State branches of organized labor, representatives from the Canadian, English, German, Italian, and Swedish governments, and visitors from Mexico, Cape Colony, and Australia have been among our callers.

During my year of service I have endeavored to so conduct the office as to inspire the largest amount of public confidence, — to the end that we might be able to procure the best available

help for employers and the most desirable positions for the working people seeking our aid. In common with the general public our business men are now, I believe, accepting the office as an authority on the help question. The experimental stage has been passed; the popularity and usefulness of the office are steadily increasing; it has won deserved success in nearly every department; but at the same time persistent effort should not be relaxed, for by close application to essential details its value to the citizens can be increased, and it can be made in Massachusetts what it has proved to be elsewhere, of incalculable value to both capital and labor.

Respectfully submitted,

WALTER L. SEARS,
Superintendent.

Principal Office Forms in Use.*Registration Card for Applicant for Employment.*

(Obverse.)

COMMONWEALTH OF MASSACHUSETTS		
Card No.	[FEO-27]	
Name		
Residence		
Telephone	T. U.	
POSITION DESIRED		Color or Race
		Age
		Conjugal Condition
		Home or Board
Experience Y. M.		Religion
Place of Birth		Employed
STENOGRAPHER OR TYPEWRITIST	BOOKKEEPER	Unemployed
S. or T.	Double	Received by
System	Single	Date of Appli- cation
Machine	Safeguard	
Speed	Card	Date position filled
Wages or Salary		

Principal Office Forms in Use.*Registration Card for Applicant for Employment.*

(Reverse.)

REFERENCES	
Names and Addresses	
Employer's No.	Date Sent
Signature of Applicant	

Registration Card for Employers Seeking Help.

(Obverse.)

1

COMMONWEALTH OF MASSACHUSETTS EMPLOYER'S REGISTRY CARD [FEO-28]		
Name		
Address		
Business		
Kind of Work		Telephone
Number Wanted	Age Limit	Hours per Week
Paid by Hour Day Week Month. or Piece	Rates	
Applications Filed		Received by
		Position filled

Postal Card Notification of Employment in Prospect.

[FEO-25]

Commonwealth of Massachusetts



**FREE EMPLOYMENT
OFFICE**

NO. 8 KNEELAND STREET

BOSTON,.....190

Please call at this office at your earliest convenience. We think we can procure a place for you

Please bring this Card with you

**WALTER L. SEARS, SUPERINTENDENT
G. HARRY DUNDERDALE, CLERK**

OPEN

**EACH WEEK DAY, - - - 9 A.M. TO 5 P.M.
THURSDAY EVENINGS, - - - 6 TO 9 O'CLOCK**

Card Supplied Charities and Others, Introducing Unemployed.

[FEO-23]

**To the Superintendent,
State Free Employment Office,
8 Kneeland Street, Boston, Mass.**

The Bearer,.....

is out of employment, and is sent to you hoping that you have a vacancy that the applicant can fill.

(Name)

(Address)

(Business)

Boston, 1907.

Introduction Card to Employers.

Commonwealth of Massachusetts

FREE EMPLOYMENT OFFICE

8 KNEELAND STREET

Telephone, Oxford 1383

BOSTON, _____ 190

To _____

This will introduce

as an applicant for the position at your disposal.

WALTER L. SEARS, SUPT.

Employer please fill out blank below and return card by mail. If applicant is not engaged, write in the word NOT.

The above-named applicant has _____ been hired by

Name of Employer _____

Address _____

[FEO-26]

Card of Inquiry to Employers to be Returned to Office

Commonwealth of Massachusetts

From the

Telephone, 1383 Oxford

FREE EMPLOYMENT OFFICE

NO. 8 KNEELAND ST., BOSTON, MASS.

To the Employer : —

In answer to your application for help we have sent person

1. Did you employ any of them ?
2. If so, whom ?

3. If not, shall we continue to send applicants ?

A prompt reply by telephone, letter, or in person, is essential for the best results.

This office is maintained by the State and no fee is charged to those seeking or receiving its benefits.

Respectfully,

WALTER L. SEARS

Superintendent

[FEO-24]

LABOR BULLETINS.

These Bulletins contain a large variety of interesting and pertinent matter on the Social and Industrial Condition of the Workingman, together with leading articles on the Condition of Employment, Earnings, etc. The following numbers now remaining in print will be forwarded upon receipt of five cents each to cover the cost of postage.

No. 42, July, 1906. Non-Collectable Indebtedness — Pawnbrokers' Pledges — Hours of Labor in Certain Occupations — Labor Legislation in 1906 — Current Comment on Labor Questions: The Inheritance Tax — Industrial Information — Industrial Agreements — Trade Union Notes — Recent Legal Labor Decisions — Excerpts Relating to Labor, Industrial, Sociological, and General Matters of Public Interest — Statistical Abstracts.

No. 46, February, 1907. Unemployment in Massachusetts — State Free Employment Office — Insurance against Unemployment in Foreign Countries — The Metropolitan District — Population: Boston and Massachusetts — Labor Legislation: United States and Canada, 1906 — Industrial Agreements — Excerpts — Statistical Abstracts — Industrial Information.

No. 50, June, 1907. Manufactures: Massachusetts and Other States, No. 3, Comparison by States — Changes in Rates of Wages and Hours of Labor in Massachusetts, 1906 — Free Employment Offices — Estimated Population of Massachusetts Cities, 1906-1910 — Trade Unions in Foreign Countries — Quarterly Record of Strikes and Lockouts — Trade Union Notes — Industrial Agreements — Recent Court Decisions Relating to Labor — Excerpts — Statistical Abstracts — Industrial Information — Index to Bulletins Nos. 45 to 50.

No. 51, July-August, 1907. The Place of Birth of the Inhabitants of Massachusetts — The Place of Birth of the Inhabitants of the City of Boston — Massachusetts Forestry — The Deaf, by Herbert B. Lang, M.D. — Wage Agreements in Fall River Cotton Mills — Labor Legislation in Massachusetts, 1907 — Help Wanted in New

England's Cotton Mills — Free Employment Offices in Foreign Countries — Municipal Pawnshops in France and Germany — Employees' Mutual Benefit Associations in Massachusetts, 1906 — Movement of Manufacturing Establishments in Massachusetts, 1906 — Factory Construction in Massachusetts, 1906 — Failures in Massachusetts, 1906 — Trade Union Notes — Industrial Agreements — Recent Court Decisions Relating to Labor — Excerpts — Statistical Abstracts — Industrial Information.

No. 52, October, 1907. Editorial Review — Acute Diseases — Workmen's Compensation Acts — The Industrial World.

No. 54, November, 1907. Editorial Review — Chronic Diseases — Shipbuilding in Massachusetts — Recent Court Decisions Affecting Labor — Massachusetts Monthly Statistical Reports — The Industrial World.

No. 55, December, 1907. Editorial Review — The Maimed, Lame, and Deformed — The President on Labor Matters — Massachusetts Average Retail Prices, October, 1907 — The Need of Industrial Education in the Textile Industry — Massachusetts Monthly Statistical Reports — The Oilcloth and Linoleum Industry in Massachusetts — Recent Foreign Labor Legislation — Recent Court Decisions Affecting Labor — The Industrial World — Index to Volume XII (Bulletins Nos. 51 to 55).

No. 56, January, 1908. Editorial Review — Conciliation in British Trade Disputes — The Immigrant Population of Massachusetts — Employers' Associations — Extracts from the Constitution of the State of Oklahoma — Recent Court Decisions Affecting Labor — The Industrial World — Massachusetts Monthly Statistical Reports.

SPECIAL REPORTS.

A Manual of Distributive Co-operation — 1885 (postage 5 c.).

Reports of the Annual Convention of the National Association of Officials of Bureaus

of Labor Statistics in America — 1902, 1903, 1904, 1905, 1906, and 1907 (postage 5 cents each).

ANNUAL REPORTS OF THE BUREAU OF STATISTICS OF LABOR.

The following issues of the annual reports of this Department remain in print, and will be forwarded when requested upon receipt of the price set against each Part and bound volume.

1893. Bound in cloth, postage 15 cents. This report contains a special report on Unemployment, and Labor Chronology for the year 1893; this latter will be mailed separately for 5 cents.

1896. Bound in cloth, postage 15 cents. Contains, I. Social and Industrial Changes in the County of Barnstable (postage 5 c.); II. Graded Weekly Wages, 1810-1891, second part (postage 10 c.); III. Labor Chronology for 1896 (postage 5 c.).

1897. Bound in cloth, postage 15 cents. Contains, I. Comparative Wages and Prices, 1860-1897 (postage 5 c.); II. Graded Weekly Wages, 1810-1891, third part (postage 10 c.); III. Labor Chronology for 1897 (postage 5 c.).

1898. Bound in cloth, postage 25 cents. Contains, I. Sunday Labor (postage 5 c.); II. Graded Weekly Wages, 1810-1891, fourth part (postage 15 c.); III. Labor Chronology for 1898 (postage 5 c.).

1899. Bound in cloth, postage 15 cents. Contains, I. Changes in Conducting Retail Trade in Boston since 1874 (postage 5 c.); II. Labor Chronology for 1899 (postage 10 c.).

1900. Bound in cloth, postage 25 cents. Contains, I. Population of Massachusetts in 1900; II. The Insurance of Workingmen (postage 10 c.); III. Graded Prices, 1816-1891 (postage 15 c.).

1903. Bound in cloth, postage 15 cents. Contains, I. Race in Industry (postage 5 c.);

II. Free Employment Offices in the United States and Foreign Countries (postage 5 c.); III. Social and Industrial Condition of the Negro in Massachusetts (postage 5 c.); IV. Labor and Industrial Chronology for 1903 (postage 5 c.).

1905. Bound in cloth, postage 30 cents. Contains, I. Industrial Education of Working Girls (postage 5 c.); II. Cotton Manufactures in Massachusetts and the Southern States (postage 5 c.); III. Old-age Pensions (postage 5 c.); IV. Industrial Opportunities not yet Utilized in Massachusetts (postage 5 c.); V. Statistics of Manufactures: 1903-1904 (postage 5 c.); VI. Labor and Industrial Chronology (postage 5 c.).

1906. Bound in cloth, postage 30 cents. Contains, I. The Apprenticeship System (postage 5 c.); II. Trained and Supplemental Employees for Domestic Service (postage 5 c.); III. The Incorporation of Trade Unions (postage 5 c.); IV. Statistics of Manufactures: 1904-1905 (postage 5 c.); V. Labor Laws of Massachusetts (postage 5 c.); VI. Labor and Industrial Chronology (postage 10 c.).

1907. Part I. Strikes and Lockouts in Massachusetts, 1906 (postage 5 c.); Part II. Recent British Legislation (postage 7 c.); Part III. Industrial Opportunities not yet Utilized in Massachusetts [second report] (postage, 5 c.); Part IV. Annual Statistics of Manufactures—Comparisons for 1905 and 1906 (postage 5 c.).

ANNUAL REPORTS ON THE STATISTICS OF MANUFACTURES.

Publication begun in 1886, but all volumes previous to 1893 (and 1901) are now out of print. Each volume contains comparisons, for identical establishments, between two or more years as to Capital Devoted to Production, Goods Made and Work Done, Stock and Materials Used, Persons Employed, Wages Paid, Time in Operation, and Proportion of Business Done. Beginning with the year 1904, the Annual Report on the Statistics of Manufactures was discontinued

as a separate volume and now forms a part of the Report on Labor.

The volumes remaining in print are given below, the figures in parentheses indicating the amount of postage:

1893 (15 c.); **1894** (15 c.); **1895** (15 c.); **1896** (10 c.); **1897** (10 c.); **1898** (15 c.); contains also a historical report on the Textile Industries; **1899** (10 c.); **1900** (10 c.); **1903** (10 c.); **1905** (10 c.).



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Public Document

No. 80

Commonwealth of Massachusetts

BUREAU OF STATISTICS OF LABOR

CHARLES F. GETTEMY

CHIEF OF BUREAU

SECOND ANNUAL REPORT

ON THE

STATE FREE EMPLOYMENT OFFICES

FOR THE YEAR ENDING NOVEMBER 30

1908



BOSTON
WRIGHT & POTTER PRINTING COMPANY
STATE PRINTERS
1909

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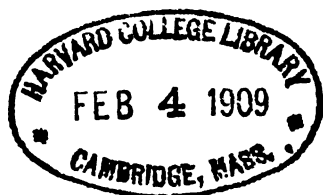
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SECOND ANNUAL REPORT
OF THE
CHIEF OF THE BUREAU OF STATISTICS OF LABOR
ON THE
STATE FREE EMPLOYMENT OFFICES
FOR THE
Year Ending November 30, 1908.



BOSTON:
WRIGHT & POTTER PRINTING CO., STATE PRINTERS,
18 POST OFFICE SQUARE.
1909.



The Bureau.

APPROVED BY
THE STATE BOARD OF PUBLICATION.

SECOND ANNUAL REPORT ON THE STATE FREE EMPLOYMENT OFFICES.

This, the Second Annual Report on the State Free Employment Offices, covers the second complete year's operation of the Boston office and the first complete year's operation of the Springfield and Fall River offices. The story of what these offices have done, for both employers and those seeking employment, during the year ending November 30, 1908,¹ is told in the tables given on pages 14 to 20 and is summarized in the following statement:

Applications for Employment.

CITIES	Males	Females	Total
Boston,	34,554	12,009	46,563
Springfield,	5,527	1,617	7,144
Fall River,	2,256	1,442	3,698
Aggregates,	42,337	15,068	57,405

Aggregate Number of Persons Called for by Employers.

CITIES	Males	Females	Total
Boston,	6,148	6,677	12,825
Springfield,	1,719	1,485	3,204
Fall River,	1,046	1,905	2,951
Aggregates,	8,913	10,067	18,980

Positions Filled.

CITIES	Males	Females	Total
Boston,	4,531	5,410	9,941
Springfield,	1,445	986	2,431
Fall River,	945	1,638	2,583
Aggregates,	6,921	8,034	14,955

¹ In the first report, issued a year ago, it was deemed desirable to describe in some detail for the benefit of the public the methods by which the offices were conducted and the general policies adopted in their operation. It is not considered necessary to repeat those observations here, and the reader who may be interested in a more general study of the subject is therefore referred to the report for 1907.

The cost of maintenance (*i.e.*, current running expenses) of the three offices and the per capita cost on this basis of each position secured was as follows:

CITIES	Maintenance	Per Capita
Boston,	\$14,942.06	\$1.50
Springfield,	2,612.32	1.07
Fall River,	1,805.91	.70
Total,	\$19,360.29	\$1.29

To this should be added the cost of new equipment, amounting to \$152.04 (Boston, \$97.90; Springfield, \$45.24; Fall River, \$8.90), and certain expenditures which could not properly be apportioned between the three offices, amounting to \$1,092.07,¹ making the total expenditures by the department on account of the offices for the year, \$20,604.40, and leaving a balance of \$4,395.60 unexpended and reverting to the treasury. In addition to the amount expended by this department, however, there was expended by the Sergeant-at-Arms from his appropriation for furniture and fixtures for the Free Employment Offices, \$149.56 (Boston, \$64.05; Springfield, \$85.51); the actual cost to the Commonwealth (including maintenance, equipment, and other expenses) for each position secured or filled was, therefore, \$1.39.

It is seen that there were recorded at the three offices during the year under consideration a total of 57,405 applications for

¹ This includes an expenditure of \$751.27 in carrying out the provisions of Chapter 306 of the Acts of 1908, which authorized the Chief of the Bureau of Statistics of Labor "to furnish weekly to the clerks of all cities and towns of the Commonwealth printed bulletins showing the demand for employment, classified by occupations, to such an extent as may be feasible and indicating the city or town in which the employees are wanted, such information to be based upon the applications for employees made at the free employment offices under the jurisdiction of said bureau." Although the terms of this act did not require the Chief of the Bureau to issue such a bulletin, he believed it to be his duty, as a matter of good faith, to comply with the apparent desire of the Legislature that the experiment be tried for the purpose of ascertaining whether it might prove to be of practical value. It proved to be impossible to condense the information which the law contemplated should be furnished so that it could be presented in a form sufficiently simple to serve its purpose, and to distribute it quickly enough to possess the quality of timeliness. The amount of business transacted by the Free Employment Offices showed no increase as a result of the publication of the bulletin, and it was impossible to detect any benefit derived from it beyond, possibly, a certain amount of incidental advertising which it gave the offices. After issuing the bulletins for 17 weeks, a period which seemed sufficient to afford a fair trial, their publication was abandoned.

employment, in response to which 32,654 offers of positions were made by the offices, while an aggregate of 14,955 positions were actually reported as secured; and that the aggregate number of persons applied for by employers was 18,980. It thus appears that the percentage of positions filled of the whole number of persons called for was, for the Boston office, 77.51; for the Springfield office, 75.87; for the Fall River office, 87.53. The percentage of positions filled of the whole number of applications for employment was, for the Boston office, 21.35; for the Springfield office, 34.03; for the Fall River office, 69.85. Combining these percentages we find that the number of positions secured or filled by all the offices was 26.05 per cent of the total number of applications for employment and 78.79 per cent of the total number of persons applied for by employers; the former percentage figure reflects the extent to which the offices have been able to serve those out of employment, while the latter, on the other hand, reflects the extent to which they have been able to serve the employer in securing for him the help he has wanted. As the offices are established for the purpose of serving both classes, their business must be considered from both points of view in order to properly gauge the degree of efficiency attained in meeting the objects of their creation. The figures of "help wanted" do not, however, always represent actual conditions, since employers often apply for many more persons than they actually need in order that they may obtain a number to select from, a condition the offices now anticipate by trying to ascertain the number really needed and by sending a sufficient number from which to choose. The housework proposition, also, is a hard one to meet, as the demand far exceeds the supply. Under these conditions no employment office could possibly supply 100 per cent of the demand, if it honestly counted all orders for help.

One of the questions most frequently asked concerning the State Free Employment Offices is as to the kind of positions which the offices are chiefly able to fill. This inquiry is in part answered by the table on page 18, which shows the number of positions secured at the three offices, classified by occupations. A summary of this table is here given :

OCCUPATIONS.	Males	Females	Totals
Agricultural pursuits,	1,349	—	1,349
Professional service,	40	—	40
Domestic and personal service,	2,014	7,035	9,049
Trade and transportation,	1,423	312	1,735
Manufacturing and mechanical pursuits,	1,714	607	2,321
Apprentices,	97	11	108
Other trades and occupations,	284	69	353
Totals,	6,921	8,034	14,955

It will be observed from the above table that of the total number of persons for whom employment was secured at the three offices, 9,049, or 60.51 per cent, are classified as in domestic and personal service, and that the number of females thus classified, 7,035, forms 87.58 per cent of the whole number of females for whom positions were secured. The number of males similarly classified, 2,014, was 29.10 per cent of the whole number of males; of this 2,014 there were 581 laborers, 420 general workers, 296 kitchen men, and 163 cooks. Of the 1,423 males classified under trade and transportation 660 were "boys,"¹ and the next largest number, 172, were teamsters. The males who were found positions in manufacturing and mechanical pursuits numbered 1,714; and of these 439 were found employment during the winter season as ice cutters, 208 as carpenters, 161 as painters, 136 as firemen, 119 as engineers, and 111 as machinists. Of the 7,035 females for whom positions were found in domestic and personal service 2,154 were general housework girls, 1,321 were day workers, cleaners, and washerwomen, 787 were waitresses, 593 were kitchen workers, 531 were cooks, 236 were chambermaids, 205 were scrubwomen, 205 were dishwashers, 197 were housekeepers, 131 were laundresses, and 104 were nurse girls.

A special effort was made during the past year to attract the patronage of a high grade of office help, and a special application blank was prepared for this particular class, 624 persons availing themselves of the opportunities afforded by the Boston

¹ The term "boys" in this connection is used in the generic sense, and has no reference to age; it includes adult men who give their occupation as "elevator boys," "bell boys," etc.

office. More than 280 different kinds of occupations are represented in the registrations which resulted, a large number of the applicants being capable of filling positions of trust and responsibility at salaries running, in some cases, as high as \$2,500 per annum.

It is of passing interest to note that, although Fall River has very little industrial life outside the cotton factories, there were only 55 cotton mill operatives among the total number (2,583) for whom positions were found at the Fall River office.

One of the principal objects in keeping statistical records is, or should be, the opportunity afforded of making comparisons between given periods of time and other correlations of data, by which progress in accomplishment or fluctuating conditions may be noted and a basis furnished for inquiring into causes and properly judging the value of the service reflected by the figures. Thus, the tabulation of the leading items in the data which have been kept to show the business of the Boston office for the two years since it has been in operation gives us the following interesting comparison:

A Comparison of the Statistics of the Boston Office for 1907 and 1908.

CLASSIFICATION.	1907	1908	Per Cent of Increase (+) or Decrease (—)
Applications for employment,	44,910	46,563	+ 3.68
Persons applied for,	33,696	12,825	—61.94
Applications from employers,	21,641	10,856	—49.84
Individual employers,	8,532	10,603	+ 24.27
Offers of positions,	44,876	24,445	—45.53
Number of individuals to whom one position was offered,	17,227	8,531	—50.49
Number of individuals to whom more than one position was offered,	6,441	4,046	—37.18
Total number of individuals to whom positions were offered,	23,668	12,577	—46.86
Number of positions reported filled,	14,480	9,941	—31.35
Number of individuals for whom one position was secured,	9,563	4,954	—48.20
Number of individuals for whom more than one position was secured,	1,144	1,581	+ 38.20
Total number of individuals for whom positions were secured,	10,707	6,535	—38.97
Number of trade union members applying for employment,	750	643	—14.27
Number of trade union members for whom positions were secured,	441	139	—68.48

It is most gratifying to note that while the number of persons applied for by employers during 1908 at the Boston office fell off nearly 62 per cent from the number of the year before,

when the demand for labor in many industries could not be supplied, and while the number of applications from employers also showed a falling off of nearly 50 per cent, the number of *individual employers* patronizing the office increased from 8,532 in 1907 to 10,603 in 1908, *i.e.*, over 24 per cent. Thus, while industrial conditions operated to reduce the aggregate demand on the office for help, such demands as were made came from a wider area, over 2,000 employers becoming acquainted for the first time by actual experience with the service which the office was prepared to render them. The 10,603 employers now registered at the Boston office are largely patrons doing business in the Metropolitan District, but they include many from all the New England States, some from the British Provinces, and a few even from distant States of the Union.

I think I may, without impropriety, say that the experience gained during the past year has resulted in the Boston office being conducted with less waste of energy and labor than was the case during the first year that the office was in operation, and that the economies effected which have resulted in a material reduction in the cost of maintenance have not in any way detracted from the quality of the service rendered or affected unfavorably its volume. The actual cost of maintaining the office, exclusive of expenses properly chargeable to equipment, for the year ending November 30, 1907, was \$19,564.83, and for the year ending November 30, 1908, \$14,942.06, — a reduction of \$4,622.77. (Indeed, the cost of maintenance of the three offices, — Boston, Springfield, and Fall River, — during the past year, \$19,360.29, was less than that of the Boston office during its first year). It is thus apparent that the increase in the cost per capita, based upon the number of positions secured, from \$1.35 to \$1.50, in the face of this substantial reduction in the cost of maintenance is directly accounted for by the decrease in the number of positions secured, which fell off from 14,480 to 9,941, or over 31 per cent. The decrease in the amount of business done by the office was unquestionably due to the industrial depression which set in in the latter part of 1907 and from which there is not yet complete recovery.

The increase in the number of applications for employment

in 1908 over those recorded for 1907 may seem surprisingly small in view of the large increase in unemployment due to conditions prevailing in the business world, and generally known to exist. The only explanation that can be offered, under the circumstances, is that the figure given for 1907 is in part deceptive, since the 44,910 applications credited to that year included many duplications recorded during the first few months after the opening of the office, such as it was possible to eliminate when the business of the office had been more thoroughly systematized. On the other hand, after the first shock of the panic of October, 1907, — the result of which was quickly felt at the employment offices, — was over, the seekers for employment, realizing in many instances that no substantial hope of immediate employment could be held out to them, declined to make application with sufficient formality to admit of an office record being made. For these reasons, therefore, it is probable that our statistics of applications for employment in 1907 are to a certain extent inflated, while the corresponding figures for 1908, though more accurate as they stand, do not fully represent the unemployment that was actually manifested in person to the clerks behind the counters at the offices. To the extent that this criticism of our own statistics as to applications for employment is true, they probably do not constitute an adequate index of actual conditions.

The other data given in the preceding table are, however, of such a nature that it has been possible to gather them with a much greater degree of exactness, and the differences in the record between the two years may be accepted as fairly typical of real differences in conditions existing in the industrial world. These conditions were such in 1908 that the Boston office was able to make an aggregate of but 24,445 offers of positions, as against 44,876 in 1907, — a decrease of over 45½ per cent. The number of individuals to whom one position was offered fell off over 50 per cent, while the number to whom positions were offered more than once fell off over 37 per cent, — a total decrease in the number of individuals to whom positions were offered from 23,668 to 12,577, or 46.86 per cent. The falling off of nearly 50 per cent in the "Number of individuals to whom positions were offered," compared with last year, is

occasioned partly by the lessened demand, but is also partly due to the greater care which is taken in the selection of employees; also, fewer persons are sent in proportion to the number wanted.

Comparing actual results in the matter of individuals for whom positions were secured or filled, we find a falling off in the total from 10,707 to 6,535, or nearly 39 per cent. When this total is analyzed we note that while the number of persons for whom one position was secured during the year fell off in 1908 from the corresponding number for 1907 over 48 per cent, the number for whom more than one position was secured increased over 38 per cent. The chief significance of this fact would appear to be its indication that steady, permanent positions were much more difficult to procure during the period of industrial depression than positions in which the employment is temporary. One would perhaps naturally expect this to be the case, and it may belong to the category of social facts which are so obvious as to require no statistical demonstration; but here at least is the record.

During the past year more than 740 persons in need of employment were referred to the Boston office by State and local boards of charity, ministers, judges, public officials, business men, and others. Owing chiefly to the extreme business depression and partly to the infirmities of some and want of vocation of others, only 362 of them could be offered employment, and of these 140 succeeded in obtaining work. The Free Employment Offices can, of course, assist the unemployed only in proportion to the degree of support given by the employing public.

The Boston office remains in charge of Walter L. Sears, as Superintendent, and G. Harry Dunderdale, as Assistant and Chief Clerk, in addition to whom there are at the present time eight persons employed in clerical work and two in other capacities. This is two less than the number employed at the Boston office a year ago, — one clerk, William S. Alden, having died in the meantime and it being deemed unnecessary to fill the vacancy; and another, Chester W. Allen, having been transferred to Springfield and appointed Superintendent of the

office in that city, January 1, 1909. Mr. Allen succeeded Morrison D. Montague, who had been Superintendent of the Springfield office since its establishment in September, 1907. Mr. Montague remains in the employ of the Springfield office, succeeding a clerk who has left the service. Mr. Frederic J. Gagnon continues as Superintendent of the Fall River office. I wish to record my appreciation of the conscientious and industrious service rendered by those responsible for the immediate conduct of the several offices.

CHARLES F. GETTEMY,
Chief, Bureau of Statistics of Labor.

JANUARY 5, 1909.

STATISTICAL TABLES.

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TABLE I. — *Summary of the Business of the Boston Office for the Year Ending November 30, 1908.*

CLASSIFICATION.	Males	Females	Total
Number of <i>Applications</i> for Employment,	34,554	12,009	46,563
Total Number of <i>Applications</i> from Employers, . . . . .	. . .	. . .	10,856
Total Number of <i>Individual Employers</i> who Applied for help, Number of <i>Persons Applied for</i> by Employers,	6,148	6,677	10,803 12,825
Number of offers of Positions, Number of Individuals to whom one Position only was offered, . Number of Individuals to whom more than one Position was offered,	13,118 5,097 1,891	11,327 2,834 2,155	24,445 8,531 4,046
Total Number of <i>Individuals</i> to whom Positions were offered, .	7,588	4,989	12,577
Number of <i>Positions</i> Reported filled,	4,531	5,410	9,941
Number of Individuals for whom one Position was secured, . Number of Individuals for whom more than one Position was secured,	2,722 564	2,232 1,017	4,954 1,581
Total Number of <i>Individuals</i> for whom Positions were secured, .	3,286	3,249	6,535

TABLE II. — *Summary of the Business of the Springfield Office for the Year Ending November 30, 1908.*

CLASSIFICATION.	Males	Females	Total
Number of <i>Applications</i> for Employment,	5,527	1,617	7,144
Total Number of <i>Applications</i> from Employers,	1,199	1,327	2,526
Total Number of <i>Individual Employers</i> who Applied for help, Number of <i>Persons Applied for</i> by Employers,	1,719	1,485	1,201 3,204
Number of offers of Positions, Number of Individuals to whom one Position only was offered, . Number of Individuals to whom more than one Position was offered,	2,192 958 359	1,748 520 272	3,940 1,478 631
Total Number of <i>Individuals</i> to whom Positions were offered, .	1,817	792	2,109
Number of <i>Positions</i> Reported filled,	1,445	986	2,431
Number of Individuals for whom one Position was secured, . Number of Individuals for whom more than one Position was secured,	801 203	399 135	1,200 338
Total Number of <i>Individuals</i> for whom Positions were secured, .	1,004	534	1,538

TABLE III. — *Summary of the Business of the Fall River Office for the Year Ending November 30, 1908.*

CLASSIFICATION.	Males	Females	Total
Number of <i>Applications</i> for Employment,	2,256	1,442	3,698
Total Number of <i>Applications</i> from Employers,	432	1,814	2,246
Total Number of <i>Individual Employers</i> who Applied for help, Number of <i>Persons Applied for</i> by Employers,	1,046	1,905	830 2,951
Number of offers of Positions, Number of Individuals to whom one Position only was offered, . .	1,435 484	2,834 434	4,269 918
Number of Individuals to whom more than one Position was offered,	75	349	424
Total Number of <i>Individuals</i> to whom Positions were offered, . .	559	783	1,342
Number of <i>Positions</i> Reported filled,	945	1,638	2,583
Number of Individuals for whom one Position was secured, Number of Individuals for whom more than one Position was se- cured,	394 43	415 168	809 211
Total Number of <i>Individuals</i> for whom Positions were secured, . .	437	583	1,020

TABLE IV. — *Consolidated Summary of the Business of the Three State Offices for the Year Ending November 30, 1908.*

CLASSIFICATION.	Males	Females	Total
Number of <i>Applications</i> for Employment,	42,337	15,068	57,405
Total Number of <i>Applications</i> from Employers,	6,505	9,123	15,628
Total Number of <i>Individual Employers</i> who Applied for help, Number of <i>Persons Applied for</i> by Employers,	8,913	10,067	12,634 18,980
Number of offers of Positions, Number of Individuals to whom one Position only was offered, . .	16,745 7,139	15,909 3,788	32,654 10,927
Number of Individuals to whom more than one Position was offered,	2,325	2,776	5,101
Total Number of <i>Individuals</i> to whom Positions were offered, . .	9,464	6,564	16,028
Number of <i>Positions</i> Reported filled,	6,921	8,034	14,955
Number of Individuals for whom one Position was secured, Number of Individuals for whom more than one Position was se- cured,	3,917 810	3,046 1,320	6,963 2,130
Total Number of <i>Individuals</i> for whom Positions were secured, . .	4,727	4,366	9,093

TABLE V.—*Report of Business at Each Office Showing Labor*

	CLASSIFICATION.	Working Days	SUPPLY	
			Applications for Em- ployment	Daily Average
1	Boston:			
2	Males,	304½	34,554	113.48
3	Females,	304½	12,009	39.44
4	Total,	304½	46,563	152.92
5	Springfield:			
6	Males,	305½	5,527	18.09
7	Females,	305½	1,617	5.29
8	Total,	305½	7,144	23.38
9	Fall River:			
10	Males,	305½	2,256	7.38
11	Females,	305½	1,442	4.72
12	Total,	305½	3,698	12.10
13	Consolidated Totals for three offices:			
14	Males,	304½	42,337	138.95
15	Females,	304½	15,068	49.45
16	Total,	304½	57,405	188.40

TABLE VI.—*Consolidated Report of Business by Months at All of November 30,*

	MONTHS.	Working Days	SUPPLY	
			Applications for Em- ployment	Daily Average
1	1907.			
2	December,	25	8,048	321.92
3	1908.			
4	January,	27	6,312	233.78
5	February,	23½	4,591	195.36
6	March,	26	4,907	188.73
7	April,	25	4,212	168.48
8	May,	25	4,338	173.52
9	June,	25	5,283	209.78
10	July,	26	4,570	175.77
11	August,	26	3,276	126.00
12	September,	25	3,799	151.96
13	October,	27	3,986	147.63
14	November,	24	4,083	170.13
15	Total,	304½	57,405	188.40

¹ Springfield and Fall River offices had 26 working days in

Supply and Demand for the Year Ending November 30, 1908.

DEMAND			POSITIONS OFFERED		POSITIONS FILLED		Percent- ages of Positions Filled of Persons Called for	Percent- ages of Positions Filled of Appli- cations	
Number of Ap- plications from Em- ployers	Aggregate Number of Persons Called for	Daily Average	Number	Daily Average	Number	Daily Average			
4,874	6,148	20.19	13,118	43.08	4,531	14.88	73.70	13.11	1
5,982	6,677	21.93	11,327	37.20	5,410	17.77	81.02	45.05	2
10,856	12,825	42.12	24,445	80.28	9,941	32.65	77.51	21.35	3
1,199	1,719	5.63	2,192	7.18	1,445	4.73	84.06	26.14	4
1,327	1,485	4.86	1,748	5.72	986	3.23	66.40	60.98	5
2,526	3,204	10.49	3,940	12.90	2,431	7.96	75.87	34.03	6
432	1,046	3.43	1,435	4.70	945	3.09	90.34	41.89	7
1,814	1,905	6.23	2,834	9.28	1,638	5.36	86.03	113.59	8
2,246	2,951	9.66	4,269	13.98	2,583	8.45	87.53	69.85	9
6,505	8,913	29.25	16,745	54.96	6,921	22.70	77.65	16.35	10
9,123	10,067	33.02	15,909	52.20	8,034	26.36	79.81	53.32	11
15,628	18,980	62.27	32,654	107.16	14,955	49.06	78.79	26.05	12

the Offices Showing Labor Supply and Demand for the Year Ending 1908 — Both Sexes.

DEMAND			POSITIONS OFFERED		POSITIONS FILLED		Percent- ages of Positions Filled of Persons Called for	
Number of Ap- plications from Em- ployers	Aggregate Number of Persons Called for	Daily Average	Number	Daily Average	Number	Daily Average		
1,031	1,182	47.28	2,325	93.00	1,055	42.20	89.26	1
1,121	1,379	51.08	2,571	95.22	1,081	40.03	78.39	2
995	1,557	66.26	2,502	106.47	1,804	55.49	83.75	3
1,276	1,460	56.16	2,801	100.04	1,110	42.69	76.03	4
1,391	1,601	64.04	2,763	110.52	1,231	49.24	76.89	5
1,470	1,712	68.48	3,168	126.72	1,318	52.72	76.99	6
1,459	1,714	67.77	3,165	125.18	1,317	52.03	76.84	7
1,333	1,740	66.92	2,797	107.58	1,287	49.50	73.97	8
1,306	1,577	60.66	2,590	99.61	1,244	47.86	78.88	9
1,601	1,931	77.24	2,885	115.40	1,478	59.12	76.54	10
1,474	1,694	62.73	2,644	97.93	1,411	52.26	83.29	11
1,171	1,433	59.71	2,643	110.13	1,119	46.63	78.09	12
15,628	18,980	62.27	32,654	107.16	14,955	49.06	78.79	13

June, making 305½ working days for the year in those offices.

TABLE VII. — *Persons for whom Positions were Secured, Classified by Sex and Occupations.*

SEX AND OCCUPATIONS.	Boston	Springfield	Fall River	Totals
<i>Males.</i>				
Agricultural pursuits:	4,531	1,445	945	6,921
Corn huskers,	—	29	—	29
Farm hands,	568	426	100	1,094
Gardeners,	28	7	14	49
Onion laborers,	—	8	—	8
Pickers (peas),	—	13	—	13
Potato laborers,	—	7	—	7
Tobacco workers,	—	64	—	64
Wood choppers,	33	31	21	85
Professional service:				
Theatrical supernumeraries,	40	—	—	40
Domestic and personal service:				
Carpet cleaners,	3	3	—	6
Chefs,	23	1	—	24
Cleaners,	29	9	—	38
Cooks,	140	7	16	163
Dishwashers,	95	3	4	102
Elevator tenders,	54	4	—	58
Furnace tenders,	9	—	11	20
General workers,	305	63	52	420
Institution employees,	8	2	—	10
Janitors and assistants,	40	7	3	50
Kitchenmen,	281	7	8	296
Laborers (general),	278	208	95	581
Laundry workers,	8	3	2	13
Lumpers,	29	—	—	29
Pin setters,	5	—	—	5
Porters,	71	7	5	83
Restaurant workers,	23	4	—	27
Vacuum sweepers,	—	6	—	6
Waiters,	48	1	1	50
Watchmen,	6	3	1	10
Window cleaners,	23	—	—	23
Trade and transportation:				
Agents (n. s.),	4	12	2	18
Bookkeepers,	9	—	—	9
Boys (errand, office, etc.),	624	17	19	660
Canyassers,	61	19	15	95
Clerks (n. s.),	20	7	18	45
Coal shovellers,	32	4	—	36
Distributors (circulars, etc.),	66	19	5	90
Drivers (n. s.),	18	3	—	21
Office workers,	11	—	—	11
Packers,	18	1	—	19
Paper sellers,	67	—	—	67
Salesmen (n. s.),	23	12	6	41
Shippers and assistants,	33	—	1	34
Solicitors,	30	7	—	37
Stablemen,	44	6	4	54
Stenographers and typewriters,	13	1	—	14
Teamsters,	99	55	18	172
Manufacturing and mechanical pursuits:				
Bakers,	16	4	—	20
Blacksmiths,	15	6	5	26
Bottlers and washers,	8	—	—	8
Brass workers (n. s.),	16	3	—	19
Buffers,	9	—	—	9
Carpenters,	146	40	22	208
Concrete workers,	4	7	4	15
Cotton mill operatives (n. s.),	—	2	36	38
Electricians (linemen, etc.),	23	4	2	29
Engineers,	98	10	11	119
Factory workers (n. s.),	50	4	—	54
Firemen,	95	31	10	136
Ice cutters,	—	74	365	439
Iron workers (n. s.),	15	1	—	16
Machinists,	70	27	14	111

TABLE VII. — *Persons for whom Positions were Secured, Classified by Sex and Occupations* — Continued.

SEX AND OCCUPATIONS.	Boston	Springfield	Fall River	Totals
Manufacturing and mechanical pursuits —				
<i>Concluded.</i>				
Masons,	5	1	18	24
Meat cutters,	42	3	1	46
Metal workers (n. s.),	20	1	—	21
Painters,	128	33	—	161
Paperhangers,	6	3	—	9
Plumbers,	35	4	1	40
Printers (n. s.),	9	13	1	23
Compositors,	37	2	—	39
Press feeders,	47	—	—	47
Pressmen,	11	—	—	11
Roofers,	6	—	—	6
Steamfitters,	8	1	—	9
Tailors,	12	1	1	14
Tinsmiths,	2	5	1	8
Woodworkers (n. s.),	8	1	—	9
Apprentices:				
Apprentices (n. s.),	92	5	—	97
Other trades and occupations,	179	73	32	284
<i>Females.</i>	5,410	986	1,638	8,034
Domestic and personal service:				
Addressers,	38	—	—	38
Art workers,	84	—	—	84
Chambermaids,	188	11	37	236
Cooks,	371	42	118	531
Companions,	—	2	—	2
Day workers (n. s.),	5	301	273	579
Cleaners,	216	30	99	345
Washerwomen,	133	18	246	397
Demonstrators,	22	2	1	25
Dishwashers,	200	—	5	205
Folders (circulars, papers, etc.),	45	—	—	45
Hotel employees,	18	—	—	18
Housekeepers,	108	40	49	197
Housework,	1,386	262	506	2,154
Institution employees,	7	—	—	7
Kitchen workers,	519	62	12	593
Labellers,	9	1	1	11
Laundresses,	113	7	11	131
Laundry employees,	18	—	10	28
Nurse girls,	45	14	45	104
Nurses,	19	2	14	35
Pantry workers,	75	1	—	76
Restaurant workers,	26	—	—	26
Scrubwomen,	201	2	2	205
Second girls,	82	8	73	163
Waitresses,	706	36	45	787
Ward maids,	9	1	3	13
Trade and transportation:				
Bookkeepers,	16	—	2	18
Canvassers,	54	1	6	61
Cashiers,	7	—	2	9
Clerks,	—	—	5	5
Cutters and pasters (press clipping),	18	—	—	18
Errand girls,	34	—	—	34
Office workers,	49	2	2	53
Saleswomen,	38	3	—	41
Stenographers and typewriters,	43	5	3	51
Store workers,	10	1	—	11
Telephone operators,	—	3	8	11
Manufacturing and mechanical pursuits:				
Bakers' helpers,	4	—	—	4
Bookbinders and folders,	6	5	—	11
Corset shop employees,	—	68	—	68
Cotton mill operatives,	—	—	19	19
Factory workers (n. s.),	273	33	—	306

TABLE VII. — *Persons for whom Positions were Secured, Classified by Sex and Occupations — Concluded.*

SEX AND OCCUPATIONS.	Boston	Springfield	Fall River	Totals
Manufacturing and mechanical pursuits —				
<i>Concluded.</i>				
Leather workers,	14	—	—	14
Machine operators,	3	—	—	3
Printing employees,	37	8	—	45
Seamstresses,	49	5	22	76
Stitchers,	46	3	—	49
Tailoresses,	11	—	1	12
Apprentices:				
Apprentices (n. s.),	10	1	—	11
Other trades and occupations, . . .	45	6	18	69

TABLE VIII. — *Expenditures, Classified on Account of Free Employment Offices.*

	Boston	Springfield	Fall River	Total
Maintenance of offices:				
Salaries,	\$11,046.87	\$2,000.54	\$1,470.00	\$14,517.41
Rent,	2,499.96	104.50	—	2,604.46
Printing,	615.25	101.86	108.89	826.00
Telephone, telegraph, and messenger service,	332.55	120.68	123.20	576.43
Electric light,	124.15	5.56	—	129.71
Postage and expressage,	154.95	40.28	41.00	236.21
Advertising,	45.21	18.75	6.30	70.26
Cleaning and cleaning materials,	65.25	26.32	—	91.57
Office supplies,	55.37	31.33	28.17	114.87
Inspection expenses,	—	145.55	7.50	153.05
Miscellaneous,	2.50	16.97	20.85	40.32
Total,	\$14,942.06	\$2,612.32	\$1,805.91	\$19,360.29
Equipment of offices:				
Signs,	\$14.90	\$17.50	\$6.15	\$38.55
Carpentry,	76.00	—	—	76.00
Miscellaneous,	7.00	27.74	2.75	37.49
Total,	\$97.90	\$45.24	\$8.90	\$152.04
General expenditures:				
F. E. O. Bulletin,	—	—	—	\$751.27
Miscellaneous,	—	—	—	340.80
Total,	—	—	—	\$1,092.07
Aggregate Expenditures,	—	—	—	\$20,804.40
<i>Unexpended and Reverting to Treasury.</i>	<i>—</i>	<i>—</i>	<i>—</i>	<i>4,596.00</i>
Appropriation,	—	—	—	\$25,000.00

PUBLICATIONS.

This Bureau now issues four separate annual reports relating respectively to:

- The Statistics of Labor (Pub. Doc. 15).
- The Statistics of Manufactures (Pub. Doc. 36).
- The Comparative Financial Statistics of Massachusetts Cities and Towns (Pub. Doc. 79).
- The State Free Employment Offices (Pub. Doc. 80).

Besides these annual publications the Bureau issues "The Labor Bulletin" at intervals during the year. It also publishes the Decennial Census of the Commonwealth; this work for 1905 is to be completed in four volumes aggregating about 8,000 pages.

NOTIFICATION LIST.

Individuals who so desire will be placed upon this list and will be notified of the issue of each publication in advance; and the same will then be mailed upon receipt of an amount sufficient to prepay postage.

Current or back numbers of reports or publications listed below will be mailed upon the receipt of the amount indicated or will be sent by express at the charge of the applicant.

I. REPORT ON THE STATISTICS OF LABOR.

(ISSUED ANNUALLY.)

Publication began in 1870, but all volumes previous to 1890 are out of print, also the reports for the years 1892, 1894, 1895, 1901, 1902, and 1904. The volumes which remain in print are listed below, the figures in parentheses indicating the amount necessary for mailing.

1891 (20 c.); **1893** (15 c.); **1896** (15 c.);
1897 (15 c.); **1898** (20 c.); **1899** (10 c.);
1900 (25 c.); **1903** (15 c.); **1905** (20 c.);
1906 (20 c.).

The annual report for **1907** bound in cloth will be mailed for **20 cents**; the parts will be mailed upon receipt of **5 cents** for each separate part; they are as follows: Part I. Strikes and Lockouts in Massachusetts, 1906; Part II. Recent

British Legislation; Part III. Industrial Opportunities not yet utilized in Massachusetts (second report); Part IV. Annual Statistics of Manufactures—Comparisons for 1905 and 1906; Part V. First Annual Report of the State Free Employment Offices; Part VI. Strikes and Lockouts in Massachusetts, 1907; Part VII. Changes in Rates of Wages and Hours of Labor, 1907.

II. REPORT ON THE STATISTICS OF MANUFACTURES.

(ISSUED ANNUALLY.)

Publication began in 1886, but all volumes previous to 1903 (and the volume for 1901) are now out of print. The report for 1904, 1905, and 1906 was issued as a part of the Report on the *Statistics of Labor*, but beginning with the Report for 1907 it was again issued as a separate document.

The volumes in print are given below, the figures in parentheses indicating the amount of postage:

1903 (15 c.); **1904** (15 c.); **1905** (15 c.);
1906 (10 c.); **1907** (10 c.); **1908** (15 c.);
contains also a historical report on the Textile Industries; **1909** (10 c.); **1910** (10 c.);
1912 (10 c.); **1913** (10 c.).

The reports for the years **1904**, **1905**, **1906**, and **1907** can also be supplied in part form; the cost of mailing each part is **5 cents**.

(Continued from page 3 of cover.)

III. REPORT ON THE COMPARATIVE FINANCIAL STATISTICS OF CITIES AND TOWNS.

(ISSUED ANNUALLY.)

Containing: Tabular presentations showing the Cost of Municipal Government in Massachusetts; Summarized Statement of All Receipts and Payments for the 334 Cities and Towns of the Commonwealth; Tabular Presentation of Municipal Indebtedness Compared with Assessors' Valuations; Statement of the Public Debt (itemized according to purpose of creation) and of the Sinking Funds for the 334 Cities and Towns of the Commonwealth; together with Analysis Tables and a Glossary of Classifications and Terms intended to promote uniformity in accounting and presentation of municipal reports.

The first annual report on the Comparative Financial Statistics of Massachusetts Cities and Towns for the financial year ending between November 30, 1906, and

April 1, 1907, is issued bound in cloth, and will be sent on receipt of 15 cents to cover cost of mailing.

IV. REPORT ON THE FREE EMPLOYMENT OFFICES.

(ISSUED ANNUALLY.)

Free employment offices are maintained under the jurisdiction of this Bureau in Boston, Springfield, and Fall River.

The annual reports contain numerous statistical tables and descriptive matter

relative to the work of the offices, and will be sent on receipt of 5 cents each to cover the cost of mailing. The reports are issued in January of each year, the first one covering the year ending Nov. 30, 1907.

V. THE LABOR BULLETIN.

The Bulletin contains a large variety of interesting and pertinent matter on the Social and Industrial Condition of the Workingman, Summaries of Court Decisions affecting labor, etc. Some of the leading articles in recent issues are enumerated below. We can supply copies of Numbers 14, 15, 24, 29, 30, 31, 32, 34, 35, 36, 40 to 51, 53 to 60, and 62, and they will be forwarded upon receipt of 5 cents each to cover the cost of mailing.

No. 33, October, 1907. Acute Diseases — Workmen's Compensation Acts.

No. 54, November, 1907. Chronic Diseases — Shipbuilding in Massachusetts.

No. 55, December, 1907. The Maimed, Lame, and Deformed — The Oilcloth and Linoleum Industry in Massachusetts.

No. 56, January, 1908. The Immigrant Population of Massachusetts — Employers' Associations.

No. 57, February, 1908. The Unemployment Situation in Massachusetts.

No. 58, March-April, 1908. Labor Legislation in the United States, 1907 — Massachusetts Labor Legislation, 1907 — Legal Hours of Labor in the United States — Comparative Surveys of Labor Legislation.

No. 59, May, 1908. Federal Employers' Liability Law, Oregon Ten-hour Law for Women, Hatters' Boycott Case, Anti-union Discrimination Law, Lynn Building Trades Dispute, American Federation of Labor Boycott Case.

No. 60, June-July, 1908. Labor Legislation in Massachusetts, 1908 — Index of Bills Relating to Labor Acted upon at the Legislative Session of 1908.

No. 62, January, 1909. State of Employment in the Organized Industries — Recent Decisions of Massachusetts Courts — Recent Foreign Labor Legislation.

VI. THE DECENNIAL CENSUS.

The Decennial Census of the Commonwealth for 1905 is to be published complete in four volumes as follows:

Vol. I. POPULATION AND SOCIAL STATISTICS; about 1,000 pages. Will be sent on receipt of 35 cents to prepay carriage. (*In preparation.*)

Vol. II. OCCUPATIONS AND SOCIAL STATISTICS; about 1,000 pages. Will be sent on receipt of 35 cents to prepay carriage. (*In preparation.*)

Vol. III. MANUFACTURES AND TRADE; 362 pages. (Now ready.) Will be sent on receipt of 30 cents to prepay carriage.

Vol. IV. AGRICULTURE, FISHERIES, AND COMMERCE; about 600 pages. Will be sent on receipt of 30 cents to prepay carriage. (*In preparation.*)

See 1620.11

Public Document

No. 80

The Commonwealth of Massachusetts

BUREAU OF STATISTICS

CHARLES F. GETTEMY, Director



THIRD ANNUAL REPORT

ON THE

STATE FREE EMPLOYMENT OFFICES

FOR THE YEAR ENDING NOVEMBER 30

1909



BOSTON
WRIGHT & POTTER PRINTING COMPANY
STATE PRINTERS
1910

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The Commonwealth of Massachusetts

FOURTH ANNUAL REPORT

ON THE

STATE FREE EMPLOYMENT OFFICES

FOR THE YEAR

1910

By

THE DIRECTOR OF THE BUREAU OF STATISTICS



BOSTON

WRIGHT & POTTER PRINTING CO., STATE PRINTERS

18 POST OFFICE SQUARE

1911.



The Bureau of Statistics

APPROVED BY
THE STATE BOARD OF PUBLICATION.

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FOURTH ANNUAL REPORT ON THE STATE FREE EMPLOYMENT OFFICES.

INTRODUCTION.

The Fourth Annual Report on the State Free Employment Offices covering the year ending November 30, 1910, is submitted herewith. The number of offices remains the same as last year, there being three offices located, respectively, at Boston, Springfield, and Fall River. The Boston office has now been in operation for four full years; the Springfield office, for three years and three months; and the Fall River office, for three years and two months.

The aggregate number of positions secured by the offices during the past year has been greater than in any year since their establishment, the number by years to date being as follows: — 1907, — 15,510 positions; 1908, — 14,955 positions; 1909, — 17,741 positions; 1910, — 20,574 positions. There was an increase of 2,444 in the number of positions secured by the Boston office during 1910 over 1909, an increase of 509 by the Springfield office, and a decrease of 120 by the Fall River office; there was thus a net increase in the number of positions secured, as reported by the three offices during the year, of 2,833 over the number reported for the preceding year. The number of persons seeking employment has been greater at each of the offices during the past year than during 1909, but the number of persons applied for by employers has also, except at Fall River, been greater.

It is gratifying to be able to report at the same time that, notwithstanding increased business, the offices have been so administered that the actual cost of maintenance has been less each year since they were opened than during the first year of opera-

tion. The expenses during the first year (covering the cost of maintenance for the Boston office for twelve months, and for the Springfield and Fall River offices for three months and two months only, respectively) was \$20,611.21; in 1908, when the three offices were all in operation for the first time for a full twelve-month period, the expenses were \$20,604.40; in 1909, they were \$19,793.81; and in 1910, they were \$19,837.40. The per capita cost of maintaining the several offices, computed upon the basis of the number of positions secured, has likewise decreased, being, for the three full years, as follows:—\$1.38 in 1908, \$1.12 in 1909, and \$0.96 in 1910.

As has been explained in former reports, the most concrete test of the ability of an employment office to meet the purpose of its establishment is the number of positions which persons out of employment are actually able to secure through its ministry. Since the state offices have been opened, we have recorded a grand total of 68,780 positions filled by them, while the number of individuals for whom positions were secured numbered in the aggregate, as nearly as can be ascertained, over 43,000; the difference in the two figures being due, of course, to the fact that many individuals have been assisted to positions more than once.

The extent to which the offices have been patronized by those seeking employment may be judged by the statement that during the period referred to there has been a total of 195,135 applications for employment. That the offices have likewise had the confidence, in a very generous measure, of the employing public appears from the fact that the aggregate number of persons applied for by employers in need of help is 106,714. Obviously, these two factors of supply and demand in the employment problem can never be entirely reconciled, since, even in the most prosperous times, there will always be a considerable number of persons out of work and seeking employment who are not fitted for the particular positions which may be at the moment available and which employers desire to have filled. It was, however, possible during this period to make 172,129 *bona fide* offers of positions to applicants. Not all of these offers were availed of and, as stated, it is unavoidable that in a certain number of cases applicants do not meet the qualifications re-

quired by the employers to whom they are sent. The business of the three offices, year by year, from the date of their establishment is reflected in the following summary tables: —

Summary of the Business of the Boston Office from December 3, 1906, to November 30, 1910.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,				Total
	1907	1908	1909	1910	
Applications for Employment,	44,910	46,563	31,820	35,181	158,474
Offers of Positions,	44,876	24,445	32,432	41,630	143,383
Number of Positions Reported Filled,	14,480	9,941	13,034	15,478	52,933
Number of Persons for whom Positions were Secured,	10,707	6,535	8,327	9,262	34,831
Persons Applied for by Employers,	33,696	12,825	17,404	21,425	85,350

Summary of the Business of the Springfield Office from September 4, 1907, to November 30, 1910.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,				Total
	1907	1909	1909	1910	
Applications for Employment,	2,176	7,144	7,145	8,108	24,573
Offers of Positions,	1,464	3,940	5,753	6,626	17,783
Number of Positions Reported Filled,	796	2,431	3,166	3,675	10,068
Number of Persons for whom Positions were Secured,	— ¹	1,538	1,929	2,085	5,552
Persons Applied for by Employers,	1,488	3,204	4,283	5,007	13,982

¹ No record of detail kept. Office open three months only in 1907.

Summary of the Business of the Fall River Office from October 1, 1907, to November 30, 1910.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,				Total
	1907	1908	1909	1910	
Applications for Employment,	660	3,698	3,642	4,068	12,068
Offers of Positions,	513	4,269	3,355	2,826	10,963
Number of Positions Reported Filled,	234	2,583	1,541	1,421	5,779
Number of Persons for whom Positions were Secured,	— ¹	1,020	910	945	2,875
Persons Applied for by Employers,	379	2,951	2,130	1,922	7,382

¹ No record of detail kept. Office open two months only in 1907.

*Consolidated Summary of Business of the Three State Offices from
December 3, 1906, to November 30, 1910.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,				Total
	1907 ¹	1908	1909	1910	
Applications for Employment,	47,746	57,405	42,607	47,377	195,135
Offers of Positions,	46,853	32,654	41,540	51,082	172,129
Number of Positions Reported Filled,	15,510	14,955	17,741	20,574	68,780
Number of Persons for whom Positions were Secured,	10,707 ²	9,093	11,166	12,292	43,258
Persons Applied for by Employers,	35,563	18,980	23,817	28,354	106,714

¹ The figures for 1907 are for a full 12 months for the Boston office, but are for three months only for the Springfield office and two months only for the Fall River office.

² This figure is for the Boston office only.

While the efficiency of an employment office cannot be judged wholly by the relation which the number of positions reported filled bears to the number of applications for employment (since it is obvious that the mere existence of an employment office open to the free patronage of persons out of work cannot secure, particularly in times of special distress, employment when none is to be had), this relation reflects the extent to which such an office is able to serve persons seeking employment under such conditions as may exist. It is accordingly worthy of note that during its first year, 1907, the Boston office found positions for 32.24 per cent of the number of applications for employment; in 1908, the year which reflected the effects of the panic of the fall of 1907, the percentage dropped to 21.35; by 1909, the number of positions reported filled was nearly 41 per cent of the number of applications; and in 1910, it was 44 per cent; the average for the four years being 33.40 per cent.

The first full year during which the Springfield office was in operation was 1908, and in that year positions were found for 34.03 per cent of the applications; in 1909, the percentage had risen to 44.31; and in 1910, it was 45.33; the average for the three years being 41.40 per cent.

The Fall River office was first operated for a full year in 1908, but it was not until 1909 that its reports were made upon a basis which makes them fairly comparable with those of the other offices. In 1909, the number of positions reported filled

by the Fall River office was 42.31 per cent of the applications for employment; in 1910, the percentage was 34.76.

The positions filled by the three offices during the year ending November 30, 1910, may be broadly classified as follows: — ¹

OCCUPATIONS.	Males	Females	Total
Agricultural pursuits,	2,002	2	2,004
Professional service,	89	—	89
Domestic and personal service,	4,302	7,477	11,779
Trade and transportation,	2,361	409	2,770
Manufacturing and mechanical pursuits,	2,950	836	3,786
Apprentices,	125	14	139
Other trades and occupations,	7	—	7
Totals,	11,836	8,738	20,574

¹ For these data classified by offices, see Table VII, pages 20, 21.

The appropriation for the maintenance of the Free Employment Offices for the year ending November 30, 1910, was \$21,000, from which there has been expended \$19,837.40, leaving a balance unexpended of \$1,162.60. The distribution of expense among the three offices has been as follows: —

Expenditures on Account of Free Employment Offices, 1910.¹

	Boston	Springfield	Fall River	Total
Maintenance of Offices:				
Salaries,	\$9,592.00	\$2,384.62	\$1,512.44	\$13,489.06
Rent,	2,499.96	627.00	—	3,126.96
Printing,	504.26	87.42	79.49	671.17
Telephone, telegraph, and messenger service,	361.75	88.54	106.95	557.24
Electric light,	126.65	44.91	—	171.56
Postage and expressage,	102.75	31.80	28.40	162.95
Advertising,	321.74	67.96	65.11	454.81
Cleaning and cleaning materials,	654.83	123.39	104.02	882.24
Travel,	—	39.10	30.00	69.10
Third Annual Report, ²	48.49	24.25	24.25	96.99
Sundries,	117.69	24.53	13.10	155.32
Total,	\$14,330.12	\$3,543.52	\$1,963.76	\$19,837.40
Balance unexpended,				1,162.60
Appropriation,				\$21,000.00

¹ In addition to the amount expended by the Bureau as here accounted for, from the regular appropriation for the maintenance of the offices, there was expended during the year by the Sergeant-at-Arms, under the provisions of Chapter 135, Section 1 of the Acts of 1907, for certain repairs and equipment at the Boston office, \$146.48.

² Arbitrarily distributed, one half to the Boston office, one quarter to the Springfield office, and one quarter to the Fall River office.

The per capita cost of maintaining the several offices during the period since their establishment, computed upon the basis of the number of positions secured and exclusive of a few minor expenditures by the Sergeant-at-Arms from his appropriation, has been as follows:—

	Boston	Springfield	Fall River	Total
1907,	\$1.35	\$0.82 ¹	\$1.67 ²	—
1908,	1.55	1.24	.84	\$1.38
1909,	1.08	1.10	1.48	1.12
1910, . . . . .	.93	.96	1.38	.96

¹ Office in operation three months only.

² Office in operation two months only.

The records of the Boston office show a total of 17,467 employers who have patronized the office since its institution on December 3, 1906, of whom 6,141 have applied for help this year. Employers outside of Massachusetts to the number of 406 have been its patrons since the opening day, 127 of whom have applied this year. The office has had calls for help from 3,776 new employers during the past year who have never applied before, and the patronage of 2,365 of our former patrons has been retained, a fact indicating to a gratifying degree the confidence given the office by employers and their satisfaction with its services.

It is obvious that the facilities of an employment office must be availed of, not only by those seeking employment, but by employers in need of help if it is to be regarded as a complete success. This condition exists to a very satisfactory degree with respect to the Boston and Springfield offices; that it exists to an appreciably less extent with respect to the Fall River office is clearly due to local conditions which have been pointed out in former reports. Various means have been used to induce the employing public of Fall River to patronize the state office more extensively, but without marked results. In this connection the Superintendent of the office reports that "the lack of interest on the part of employers is due to the fact that in this city a long established custom has prevailed of factories and mercantile establishments securing their help directly and

without the aid of employment offices, thus making the situation here different from that existing in Boston and Springfield." The Fall River office is, however, being maintained at a minimum of expense, the Superintendent having little difficulty in handling the business satisfactorily without assistance and the quarters occupied up to the present time being generously furnished rent free by the Bradford-Durfee Textile School authorities.

The superintendents of the three offices are Walter L. Sears, who has been in charge of the Boston office since it was first opened; Chester W. Allen, in charge of the Springfield office; and Louis Goldstein, in charge of the Fall River office; each of whom has administered his duties with zeal and fidelity.

CHARLES F. GETTEMY,

Director, Bureau of Statistics.

STATE HOUSE, BOSTON, January 1, 1911.

STATISTICAL TABLES.

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STATISTICAL TABLES.

TABLE I. — *Consolidated Summary of Business of the Three State Offices for the Year Ending November 30, 1910, compared with 1909.*

CLASSIFICATION.	1910			1909	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Total	Totals (For Division by Sex, see Report for 1909)	
Applications for <i>Employment</i> , . . .	32,329	15,048	47,377	42,807	+11.20
Applications from <i>Employers</i> , . . .	—	—	23,681	19,688	+20.28
<i>Individual Employers</i> who Applied for Help, . . .	—	—	8,854	7,554	+17.21
<i>Persons Applied for</i> by Employers, . . .	16,242	12,112	28,354	23,817	+19.06
<i>Offers of Positions</i> ,	¹ 33,929	17,153	51,082	41,540	+22.97
Individuals to whom <i>one Position only</i> was offered, . . .	12,814	3,985	16,799	13,497	+24.46
Individuals to whom <i>more than one Position</i> was offered,	5,310	3,172	8,482	7,353	+15.35
Total to whom Positions were offered, . .	18,124	7,157	25,281	20,850	+21.25
Positions Reported filled,	11,836	8,738	20,574	17,741	+15.97
Individuals for whom <i>one Position only</i> was secured,	6,217	2,909	9,126	8,186	+11.48
Individuals for whom <i>more than one Position</i> was secured,	1,668	1,498	3,166	2,980	+6.24
Total for whom Positions were secured, . .	7,885	4,407	12,292	11,166	+10.08

¹ 22 of these are classified as "boys and girls."

TABLE II. — *Summary of Business of the Boston Office for the Year ending November 30, 1910, compared with 1909.*

CLASSIFICATION.	1910			1909	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Total	Totals (For Division by Sex, see Report for 1909)	
Applications for <i>Employment</i> ,	23,929	11,252	35,181	31,820	+10.56
Applications from <i>Employers</i> ,	-	-	17,917	14,467	+23.85
<i>Individual Employers</i> who Applied for Help,	-	-	6,141	5,310	+15.65
<i>Persons Applied for</i> by Employers,	12,721	8,704	21,425	17,404	+23.10
<i>Offers of Positions</i> ,	29,183	12,447	41,630	32,432	+28.36
Individuals to whom <i>one Position only</i> was offered,	10,508	2,832	13,340	10,292	+29.62
Individuals to whom <i>more than one Position</i> was offered,	4,625	2,238	6,863	5,785	+18.63
Total to whom Positions were offered,	15,133	5,070	20,203	16,077	+25.66
Positions Reported filled,	8,982	6,496	15,478	13,034	+18.75
Individuals for whom <i>one Position only</i> was secured,	4,625	2,120	6,745	6,071	+11.10
Individuals for whom <i>more than one Position</i> was secured,	1,331	1,186	2,517	2,256	+11.57
Total for whom Positions were secured,	5,956	3,306	9,262	8,327	+11.23

TABLE III. — *Summary of Business of the Springfield Office for the Year ending November 30, 1910, compared with 1909.*

CLASSIFICATION.	1910			1909	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Total	Totals (For Division by Sex, see Report for 1909)	
Applications for <i>Employment</i> , . . .	5,828	2,280	8,108	7,145	+13.48
Applications from <i>Employers</i> , . . .	—	—	4,138	3,265	+26.74
<i>Individual Employers</i> who Applied for Help, . . .	—	—	1,786	1,423	+25.51
<i>Persons Applied for</i> by Employers, . .	2,815	2,192	5,007	4,283	+16.90
<i>Offers of Positions</i> ,	3,619	3,007	6,626	5,753	+15.17
Individuals to whom <i>one Position only</i> was offered,	1,621	628	2,249	2,115	+6.34
Individuals to whom <i>more than one Position</i> was offered,	528	615	1,143	967	+18.20
Total to whom Positions were offered, .	2,149	1,243	3,392	3,082	+10.06
Positions Reported filled,	2,253	1,422	3,675	3,166	+16.08
Individuals for whom <i>one Position only</i> was secured,	1,177	427	1,604	1,461	+9.79
Individuals for whom <i>more than one Position</i> was secured,	281	300	481	468	+2.78
Total for whom Positions were secured, .	1,458	627	2,085	1,929	+8.09

TABLE IV. — *Summary of Business of the Fall River Office for the Year ending November 30, 1910, compared with 1909.*

CLASSIFICATION.	1910			1909	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Total	Totals (For Division by Sex, see Report for 1909)	
Applications for Employment, . . .	2,572	1,516	4,088	3,642	+12.25
Applications from Employers, . . .	—	—	1,626	1,956	—16.87
Individual Employers who Applied for Help, . . .	—	—	927	821	+12.91
Persons Applied for by Employers, . .	706	1,216	1,922	2,130	—9.77
Offers of Positions,	¹ 1,127	1,699	2,826	3,355	—15.77
Individuals to whom one Position only was offered,	685	525	1,210	1,090	+11.01
Individuals to whom more than one Position was offered,	157	319	476	601	—20.80
Total to whom Positions were offered, .	842	844	1,686	1,691	—0.30
Positions Reported filled,	601	820	1,421	1,541	—7.79
Individuals for whom one Position only was secured,	415	362	777	654	+18.81
Individuals for whom more than one Position was secured,	56	112	168	256	—34.38
Total for whom Positions were secured, .	471	474	945	910	+ 3.85

¹ 22 of these are classified as "boys and girls."

TABLE V. — *Summary of Business at Each Office Showing Labor*

	CLASSIFICATION.	Working Days	SUPPLY	
			Applications for Em- ployment	Daily Average
	Boston:			
1	Males,	304	23,929	78.72
2	Females,	304	11,252	37.01
3	Total,	304	35,181	115.73
	Springfield:			
4	Males,	305	5,828	19.11
5	Females,	305	2,280	7.48
6	Total,	¹ 305	8,108	26.59
	Fall River:			
7	Males,	302	2,572	8.52
8	Females,	302	1,516	5.02
9	Total,	² 302	4,088	13.54
	Consolidated Totals for three offices:			
10	Males,	304	32,329	106.35
11	Females,	304	15,048	49.51
12	Total,	304	47,377	155.86

TABLE VI. — *Consolidated Summary of Business by Months at All of November 30,*

	MONTHS.	Working Days	SUPPLY	
			Applications for Em- ployment	Daily Average
	1909.			
1	December,	26	3,304	127.06
	1910.			
2	January,	26	4,003	153.96
3	February,	23	2,858	124.26
4	March,	27	3,900	144.44
5	April,	26	3,709	143.36
6	May,	26	3,947	157.88
7	June,	¹ 26	4,208	166.74
8	July,	25	3,668	146.72
9	August,	27	4,101	151.89
10	September,	26	4,179	167.16
11	October,	² 26	4,632	186.87
12	November,	25	4,868	194.72
13	Total,	304	47,377	155.85

¹ Springfield and Fall River offices had 26 working days in June.

Supply and Demand for the Year Ending November 30, 1910.

DEMAND			POSITIONS OFFERED		POSITIONS FILLED		Percent- ages of Positions Filled of Persons Called for	Percent- ages of Positions Filled of Appli- cations	
Number of Ap- plications from Em- ployers	Aggregate Number of Persons Called for	Daily Average	Number	Daily Average	Number	Daily Average			
-	12,721	41.85	29,183	96.00	8,982	29.55	70.61	37.64	1
-	8,704	28.63	12,447	40.94	6,496	21.37	74.63	57.73	2
17,917	21,425	70.48	41,630	136.94	15,478	50.92	72.24	44.00	3
-	2,815	9.23	3,619	11.87	2,253	7.39	80.04	38.66	4
-	2,192	7.19	3,007	9.86	1,422	4.66	64.87	62.37	5
4,138	5,007	16.42	6,626	21.73	3,675	12.05	73.40	45.33	6
-	706	2.34	1,127	3.73	601	1.99	85.13	23.37	7
-	1,216	4.03	1,699	5.63	820	2.72	67.43	54.09	8
1,626	1,922	6.37	2,826	9.36	1,421	4.71	73.93	34.76	9
-	16,242	53.42	33,929	111.60	11,836	38.93	72.87	36.61	10
-	12,112	39.85	17,153	56.43	8,738	28.75	72.14	58.07	11
23,681	28,354	93.27	51,082	168.03	20,574	67.68	72.56	43.43	12

the Offices Showing Labor Supply and Demand for the Year Ending 1910 — Both Sexes.

DEMAND			POSITIONS OFFERED		POSITIONS FILLED		Percent- ages of Positions Filled of Persons Called for	
Number of Ap- plications from Em- ployers	Aggregate Number of Persons Called for	Daily Average	Number	Daily Average	Number	Daily Average		
1,402	1,912	73.54	3,101	119.27	1,404	54.00	73.43	1
1,566	1,996	76.77	3,527	135.65	1,475	56.73	73.90	2
1,343	1,629	70.83	2,993	130.13	1,184	51.48	72.68	3
2,146	2,503	92.70	4,479	165.89	1,794	66.45	71.67	4
2,356	2,768	110.72	4,731	189.24	1,850	74.00	66.84	5
2,400	2,767	110.68	5,035	201.40	1,981	79.24	71.59	6
2,318	2,721	107.90	5,008	199.08	2,013	79.83	73.98	7
2,051	2,406	96.24	4,303	172.12	1,806	72.20	75.06	8
2,053	2,356	87.26	4,439	164.41	1,700	62.96	72.16	9
2,375	2,832	113.28	5,135	205.40	1,996	79.84	70.48	10
2,032	2,485	100.21	4,520	181.93	1,878	75.66	75.57	11
1,639	1,979	79.16	3,811	152.44	1,493	59.72	75.44	12
23,681	28,354	93.26	51,082	168.02	20,574	67.67	72.56	13

* Fall River office was closed three days in October on account of Jewish holidays.

TABLE VII. — *Positions Secured at the Three Offices*

	CLASSIFICATION.	BOSTON		
		Males	Females	Total
1	Agricultural pursuits,	1,028	—	1,028
2	Professional service,	83	—	83
3	Domestic and personal service,	3,457	5,477	8,934
4	Trade and transportation,	2,094	351	2,445
5	Manufacturing and mechanical pursuits,	2,209	654	2,863
6	Apprentices,	105	14	119
7	Other trades and occupations,	6	—	6
8	Totals,	8,982	6,496	15,478

Classified by Sex and Occupation for the Year Ending Nov. 30, 1910.

SPRINGFIELD			FALL RIVER			THREE OFFICES			
Males	Females	Total	Males	Females	Total	Males	Females	Total	
841	2	843	133	—	133	2,002	2	2,004	1
6	—	6	—	—	—	89	—	89	2
638	1,268	1,906	207	732	939	4,302	7,477	11,779	3
231	44	275	36	14	50	2,361	409	2,770	4
530	108	638	211	74	285	2,950	836	3,786	5
7	—	7	13	—	13	125	14	139	6
—	—	—	1	—	1	7	—	7	7
2,253	1,422	3,675	601	820	1,421	11,836	8,738	20,574	8

SECTION 2. The director of said bureau shall appoint for each of the offices provided for in the preceding section a superintendent who shall, under the direction of said director, perform the duties hereinafter set forth or such as he may require. The director may also appoint an assistant superintendent and such clerks as he may deem necessary for the proper conduct of the business of said employment offices. The furniture and fixtures of said employment offices shall be provided by the sergeant-at-arms in the manner and under the restrictions specified in section four of chapter ten of the Revised Laws for buildings or parts of buildings leased to the commonwealth. The location of each office established under the provisions of this act shall be plainly indicated by a proper sign or signs.

SECTION 3. The superintendents of said employment offices shall receive applications from those seeking employment and from those desiring to employ, and shall register them in such manner as may be prescribed by the director of said bureau, and shall take such other action as the director may deem best to promote the purposes of said offices.

SECTION 4. No fees, direct or indirect, shall in any case be taken from those seeking the benefits of said employment offices. Any superintendent or clerk who directly or indirectly charges or receives any fee in the performance of his duties shall be punished by a fine of not more than one hundred dollars or by imprisonment in jail for a term not exceeding thirty days, and shall be disqualified from holding further connection with said office.

SECTION 5. In registering applications for employment and for employees wanted, preference shall be given to residents of the commonwealth.

SECTION 6. Each superintendent shall make to the director of said bureau such reports of applications for labor or employment and of other details of the work of his office as the director may require. The director shall cause reports showing the business of the several offices to be prepared at regular intervals and to be exchanged among the said offices, and shall supply them to the newspapers and to citizens upon request; and the several superintendents shall cause such reports to be posted in a conspicuous place in their offices so that they may be open to public inspection.

SECTION 7. There shall be allowed and paid out of the treasury of the commonwealth, upon the approval of the director of the bureau, for salaries and for contingent expenses in connection with the establishment and maintenance of free employment offices as herein provided for, such sum as the general court may annually appropriate therefor. The annual salary of the superintendents and of such clerk as may be appointed in each office to act as chief clerk or assistant superintendent shall be fixed by the director of said bureau subject to the approval of the governor and council.

SECTION 8. The director of the bureau of statistics is hereby authorized to furnish weekly to the clerks of all cities and towns in the commonwealth printed bulletins showing the demand for employment, classified by occupations to such extent as may be practicable and indicating the city or town in which the employees are wanted. Such information shall be based upon the applications for employees made at the free employment offices under the jurisdiction of said bureau.

SECTION 9. Every city and town clerk shall post the lists received as aforesaid in one or more conspicuous places in the city or town. A city or town clerk who fails to comply with the provisions of this section shall be punished by a fine not exceeding ten dollars.

PUBLICATIONS OF THE BUREAU OF STATISTICS.

This Bureau now issues four separate annual reports relating respectively to:

(a) The Statistics of Labor (Pub. Doc. 15).

Containing statistics of strikes and lockouts, changes in rates of wages and hours of labor, and labor organizations.

(b) The Statistics of Manufactures (Pub. Doc. 36).

Containing statistics of capital invested, materials used, wages paid, value of product, etc.

(c) The Statistics of Municipal Finances (Pub. Doc. 79).

Containing statistics pertaining to the cost of municipal government in Massachusetts, revenue, maintenance, interest payments, and municipal indebtedness.

(d) The State Free Employment Offices (Pub. Doc. 80).

Containing statistical tables and descriptive matter relative to the work of the offices maintained under the jurisdiction of this Bureau in Boston, Springfield, and Fall River.

Besides the above annual publications the Bureau issues from time to time:

(a) The Labor Bulletin.

Containing a large variety of interesting and pertinent matter on the social and industrial condition of the workingman.

(b) The Municipal Bulletin.

Containing matter relating to municipal affairs, especially finances, and intended to promote a sound and efficient administration of city and town government in Massachusetts.

(c) The Decennial Census.

The Decennial Census of the Commonwealth for 1905 is published complete in four volumes: Vol. I. Population and Social Statistics (35 c.); Vol. II. Occupations and The Defective and Delinquent Classes (20 c.); Vol. III. Manufactures and Trade (14 c.); Vol. IV. Agriculture, Fisheries, and Commerce (23 c.).

The Commonwealth of Massachusetts

BUREAU OF STATISTICS

CHARLES F. GETTEMY, Director

FIFTH ANNUAL REPORT

ON THE

STATE FREE EMPLOYMENT OFFICES

FOR THE YEAR ENDING NOVEMBER 30

1911



BOSTON
WRIGHT & POTTER PRINTING COMPANY
STATE PRINTERS
1912

MASSACHUSETTS

BUREAU OF STATISTICS

Rooms 250-258, State House, Boston

The Bureau is organized into four permanent divisions: (1) the *Labor Division*, engaged in the collection and tabulation of Statistics of Strikes and Lockouts, Changes in Rates of Wages and Hours of Labor, Labor Organizations, Employment, and other data relative to the condition of labor in the Commonwealth; (2) the *Manufactures Division*, which collects and tabulates Statistics of Manufactures; (3) the *Municipal Division*, which collects and tabulates Statistics of Municipal Finances; (4) the *Free Employment Offices Division*, embracing the administration of the State Free Employment Offices, of which there are three, located respectively at 8 Kneeland Street, Boston; 84 Bridge Street, Springfield; and at 41 North Main Street, Fall River. During the period of taking and compiling the Census a fifth, the *Census Division*, is organized.

The functions of the Bureau and the duties of the Director are summarized in Sections 1 and 3 of Chapter 371 of the Acts of 1909, entitled "An Act to Provide for a Bureau of Statistics," as follows:

SECTION 1. There shall be a Bureau of Statistics, the duties of which shall be to collect, assort, arrange, and publish statistical information relative to the commercial, industrial, social, educational, and sanitary condition of the people, the productive industries of the Commonwealth, and the financial affairs of the cities and towns; to establish and maintain free employment offices as provided for by chapter four hundred and thirty-five of the acts of the year nineteen hundred and six and amendments thereof; and to take the decennial census of the Commonwealth required by the Constitution and present the results thereof in such manner as the General Court may determine.

FREE EMPLOYMENT OFFICES.

The law governing the establishment of Free Employment Offices was originally Chapter 435 of the Acts of 1906, which, with subsequent amendments, was included in Chapter 514 of the Acts of 1909 entitled, "An Act to codify the Laws relating to Labor," approved by the Governor on June 18. The sections of this act relating to Free Employment Offices are 1 to 9, inclusive and are as follows:

SECTION 1. There shall be established and maintained, under the care and direction of the director of the bureau of statistics, in such cities as may be selected after proper investigation by said director, and with the approval of the governor and council, employment offices for the purpose of bringing together those who seek employment and those who desire to employ.

The Commonwealth of Massachusetts

FIFTH ANNUAL REPORT

ON THE

STATE FREE EMPLOYMENT OFFICES

FOR THE YEAR

1911

BY

THE DIRECTOR OF THE BUREAU OF STATISTICS

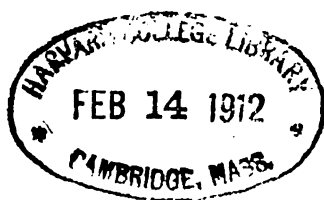


BOSTON

WRIGHT & POTTER PRINTING CO., STATE PRINTERS

18 POST OFFICE SQUARE

1912



Journal of Statistics

APPROVED BY
THE STATE BOARD OF PUBLICATION.

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SIXTH ANNUAL REPORT ON THE STATE FREE EMPLOYMENT OFFICES.

INTRODUCTION.

The Sixth Annual Report on the State Free Employment Offices covering the year ending November 30, 1912, is submitted herewith. These offices are located, respectively, at Boston, Springfield, and Fall River. During the six years since the Boston office was established, the aggregate number of positions reported to the several offices as having been filled through them is 116,525, the net increase for the period being from 15,510 to 26,587, or 11,077, 71.42 per cent. The figures by years are as follows:—

1907,	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	15,510
1908,	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	14,955
1909,	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	17,741
1910,	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	20,574
1911,	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	21,158
1912,	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	26,587
<hr/>																				
Total for 6 years,	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	116,525

The positions reported filled by the three offices during the year have been broadly classified as follows:—

OCCUPATIONS.	Males	Females	Totals
Agricultural pursuits,	1,837	11	1,848
Professional service,	44	4	48
Domestic and personal service,	6,501	8,230	14,731
Trade and transportation,	3,237	457	3,694
Manufacturing and mechanical pursuits,	4,658	1,382	6,040
Apprentices,	223	3	226
Totals,	16,500	10,087	26,587

A consolidated summary of the business of the three offices since the establishment of the Boston office, December 3, 1906, is given below:—

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,						Total
	1907 ¹	1908	1909	1910	1911	1912	
Applications for Employment,	47,746	57,405	42,607	47,377	54,259	57,726	307,120
Offers of Positions,	46,853	32,654	41,540	51,083	58,172	74,069	304,390
Positions Reported Filled,	15,510	14,955	17,741	20,574	21,158	26,587	116,525
Persons for whom Positions were Secured,	10,707 ²	9,093	11,166	12,292	13,205	15,711	72,174
Persons Applied for by Employers,	35,563	18,980	23,817	28,354	30,623	36,834	174,180

¹ The figures for 1907 are for a full 12 months for the Boston office, but are for three months only for the Springfield office and two months only for the Fall River office.

² This figure is for the Boston office only.

THE BOSTON OFFICE.

Summary of Business from December 3, 1906, to November 30, 1912.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,						Total
	1907	1908	1909	1910	1911	1912	
Applications for Employment,	44,910	46,563	31,820	35,181	40,114	43,158	241,746
Offers of Positions,	44,876	24,445	32,432	41,630	47,688	61,051	252,122
Positions Reported Filled,	14,480	9,941	13,034	15,478	15,806	19,554	88,293
Persons for whom Positions were Secured,	10,707	6,535	8,327	9,262	10,112	12,216	57,159
Persons Applied for by Employers,	33,696	12,825	17,404	21,425	22,816	26,749	134,915

The Boston office showed 14,480 positions reported filled in 1907, the first year of its operation. The depression following the financial panic of October, 1907, was reflected in the fact that in 1908 the number of positions reported filled decreased to 9,941; but since then each successive year has shown an increase, and in 1912 there were 19,554 positions reported filled by this office, or 3,748 more than in 1911. The increase in the number of positions reported filled by the Boston office in 1912 over the first year of its operation was 5,074, or 35.04 per cent., for the six-year period.

In reviewing the work of the Boston office during the past year, the Superintendent writes as follows:—

I have continued to issue a monthly Labor Market letter simply confining my remarks to a mere statement of facts as we saw them at this

office. The Labor Market throughout the year has been exceedingly good, especially since June 1. Machine shop and foundry hands and building tradesmen have been in great demand and at times efficient workmen have been exceedingly scarce. There has been an increased demand for boot and shoe workers as compared with last year; this is partly accounted for by the fact that a number of shoe factories have removed to Boston where help could be more readily obtained than in the more remote country districts.

Textile help (female) has been called for to a considerable extent, chiefly from the mills in the Merrimac Valley, and we have been able to supply a goodly number.

The orders for garment workers and tailors (custom) show an increase over last year. We have built up considerable business in supplying day workers, so-called, and while it takes as much time and expense to handle that business as many other occupations, we have been of great assistance to a certain class of women who could not very well get along without this service. Women, who for one reason or another, are not suited to factory or other kinds of work and must go home nights, need just this kind of employment. The demand for factory workers (female) has been excessive with a very limited supply. Most young women refuse housework or factory work; they insist on office or other light congenial employment, with short hours and Saturday half holiday. The commercial schools are turning out each year a supply of bookkeepers, stenographers, and clerks far in excess of the demand, and wages for help in those occupations have declined considerably during the past few years.

A higher grade of help has been called for and skilled workmen have been exceedingly scarce. The unskilled have been with us in large numbers, but general laborers have been scarce at the conditions offered.

We endeavor in every case to secure from the employer specific information in regard to the service which he desires rendered. The success of this office and the quality of service which it is enabled to render depends largely upon the co-operation of its patrons. Some employers, I may say a majority of our older patrons, cheerfully co-operate with us. There are several reasons why they should keep in close touch with this office, viz., when a position has been filled, whether by this office or not, we should be promptly notified, so that further effort on our part may cease and also relieve all parties concerned of unnecessary inconvenience and expense.

During the year there were 364 persons (278 male and 86 female) who were sent to this office by public benefactors, including the Charities, — 319 of whom were offered employment and 99 (65 male and 34 female) secured employment. Of the 92 sent by the Charities, 37 were given employment.

Our records show a total of 23,728 employers who have patronized the office since its institution on December 3, 1906, of whom 6,820 have applied for help this year. Employers outside of Massachusetts to the number of 576 have been its patrons since the opening day, 134 of whom

have applied this year. We have had calls from 3,317 new employers during the past year who have never applied before, and the patronage of 3,503 of our former patrons has been retained, a fact indicating to a gratifying degree the confidence given the office by employers and their satisfaction with its service.

I submit the following to show the scope or field which this office is serving: Of the supply (persons seeking employment), 80% gave Boston as their residence and 20%, outside. Of the demand (persons called for), 73% were from Boston concerns and 27%, outside. We now have employers as patrons from twenty States outside of Massachusetts, also Bermuda and the British Provinces.

The demand in the Skilled Departments (male and female) shows an increase of 22% and the positions reported filled, an increase of 38% over the preceding year. In the Boys' and Minors' Department, the demand increased 25% and the positions reported filled, 22% over the preceding year. The demand in the Unskilled Departments (male and female) shows an increase of 16% and the positions reported filled, 15% over the preceding year.

Of the total number of male individuals who were offered positions (22,380), 58%, or 12,980, were native born and 42%, or 9,400, were foreign born. Of the total number of female individuals who were offered positions (6,186), 39%, or 2,412, were native born and 61%, or 3,774, were foreign born.

Of the total number of male individuals who secured employment (8,618), 56%, or 4,826, were native born and 44%, or 3,792, were foreign born. Of the total number of female individuals who secured employment (3,598), 38%, or 1,357, were native born and 62%, or 2,241, were foreign born.

The opportunities for utilizing the State Free Employment Offices as agencies not only for investigating the larger aspects of the problem of unemployment, but for accumulating statistical information which might be used to advantage in the study of other social problems, are numerous; but such an extension of the primary purpose underlying the establishment of the offices which is to afford facilities for bringing together those seeking employment and those in need of help, would involve a very considerable increased expenditure above what is now required for carrying out the definite provisions of the statute, and I have accordingly felt justified in proceeding cautiously in the matter of imposing on the offices the additional functions of sociological laboratories. An opportunity has been presented during the past year, however, by the apparent personal qualifications of one of the newer employees of the Boston office, Mr. Francis E. Deady,

for making a special study of the question of employment for boys with a view to the office performing a useful service in the matter of advising young lads with respect to the character of the occupations to which they may best be suited by virtue of training and personal qualifications. Since September 1, Mr. Deady has been in charge of the department for male minors under 20 years of age, and his point of view in dealing with this question in its most practical form should be of interest. In a statement made to the Superintendent of the office, based upon his experience, he says: —

In view of the special problems affecting juvenile workers, it must be understood at the very outset that boy labor cannot be treated as an isolated or concrete subject; it is rather an ethical question wherein topics of elementary education and the many problems of the family as a social unit are correlated. The problem does not merely consist of placing a boy at an occupation or trade which will occupy his mind and hold his attention. It is a question of finding employment suitable and consistent with his education, his home training and environment, his physical qualifications and natural inclinations. In other words, the character and capacity of the boy applicant must be weighed against the permanence of the prospective position as well as the nature of the work in question.

Ranging from fourteen to nineteen years of age, of all nationalities and beliefs, fresh from the influence of questionable home environment, boisterous and brimful of animation, without ideas and thoughtless to a marked degree, — this is the picture of the ordinary boy who is in search of employment. He is without a care and his only thought, if he has one, is to obtain as high a wage as possible. It is safe to say that of the thousands of boys who apply annually at the Employment Office, two-thirds are between sixteen and eighteen years of age. Before going farther, we can safely say that twenty per cent of the youngest lads have only left school a few weeks before applying for work. Approximately sixty per cent have not completed a course in the elementary grammar schools. This lack of primary education may, I think, be attributable to three main causes, bad home influence, mental dullness or physical weakness.

The average boy while seeking employment, in ninety-nine cases out of a hundred, is unaccompanied by either parent. Such a condition is deplorable. It not only shows a lack of interest in the boys' welfare on the part of the parents, but it also places the youthful applicant in an unfair position. Oftentimes, owing to inexperience, a boy accepts a position without inquiring into the details and nature of the same. His main thought is the amount of the wage to be received. Consequently, there is but one obvious result. The hours are excessive, the work is

beyond the boy's strength, or the work is hazardous, — and finally the lad withdraws without notice. It is this general apathy on the part of the parents of a boy combined with over zealousness on the part of an ordinary employer to secure boy labor for a mere trifle that accounts for the instability of juvenile labor.

Unfortunately, up to the present time, it has been my observation that, as parents, men have been too much concerned that boys should help to support the family as soon as possible. Where there are a number of young children in the family, as soon as the oldest boy reaches fourteen years of age, the parents feel unable to forego his earnings. Naturally, therefore, the tendency is for the boy to take the job which immediately gives the highest possible wage, — regardless of the future.

At the present time, thousands of boys in leaving school enter occupations in which they cannot hope to remain for more than a few years, and in which they are not being fitted for a permanent future career. With the development of processes to which apprenticeship has never been applied, there has come a break in the continuity of industrial life.

THE SPRINGFIELD OFFICE.

Summary of Business from September 4, 1907, to November 30, 1912.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,						Total
	1907	1908	1909	1910	1911	1912	
Applications for Employment,	2,176	7,144	7,145	8,108	10,568	11,888	47,024
Offers of Positions,	1,464	3,940	5,753	6,626	8,559	11,077	37,419
Positions Reported Filled,	796	2,431	3,106	3,675	4,310	5,392	19,770
Persons for whom Positions were Secured,	1	1,538	1,929	2,085	2,300	2,819	10,671
Persons Applied for by Employers,	1,488	3,204	4,283	5,007	6,176	7,845	28,003

¹ No record of detail kept. Office open three months only in 1907.

The Springfield office was not opened until September in the year 1907, so that it has completed only five full years, during which period, that is, since 1908, there has been a steady increase each year in the number of positions reported secured over the preceding year, the number for 1912 being 5,392, or 1,082 more than during 1911. The increase in this number for the five-year period has been 2,961, or 121.80 per cent. The Superintendent of the office comments as follows in a report to the Director of the Bureau: —

I have completed four years' service, lacking one month, as superintendent of the Springfield office and am much gratified with its growth,

the year just ended having been the most successful since this office was opened and has shown an increase not only in the number of individual employers who applied for help and the number called for by employers, but also in the number of employees applying for work and the number of positions filled.

Since the office first opened 5,280 individual employers have applied for help, 275 of whom reside outside the State and 2,085 of these employers have applied for help this year. Of those employers who applied for help this year, 1,135 have applied in former years, of whom 61 are non-residents of this State and 950 represent the number of employers who used the office for the first time, 53 of whom do not live in Massachusetts.

The location of the office was changed the last of October and we now have an excellent office located at the corner of Worthington and Water streets, with separate rooms for the men and women, each with its own entrance from the street, this being a great improvement over our old location on Bridge Street. The office is also well lighted.

The work of the office, especially in the men's department, has increased to such an extent that it requires almost the entire time of your superintendent at the counter waiting on employers and employees, giving him very little time for other office work; and a male clerk, competent to place in charge of the men's department should be added to the office force, there being enough business to require his entire time. If the business of the office increases as much during the coming year as it has this year, the male department will require the entire time of a clerk and part of the time of the superintendent.

I have found, during the past year, considerable difficulty in supplying the farmers with help, most of the men preferring construction work with its definite hours of labor; and many of those willing to go on the farm have not been of the high grade handled in previous years, mainly because the farmers have not increased their wages or reduced the hours of work so as to compete with construction work, of which there has been a great deal in this vicinity during the past year.

THE FALL RIVER OFFICE.

Summary of Business from October 1, 1907, to November 30, 1912.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,						Total
	1907	1908	1909	1910	1911	1912	
Applications for Employment,	660	3,698	3,642	4,068	3,582	2,680	18,350
Offers of Positions,	513	4,269	3,355	2,826	1,925	1,961	14,849
Positions Reported Filled,	234	2,583	1,541	1,421	1,042	1,641	8,462
Persons for whom Positions were Secured,	- ¹	1,020	910	945	793	676	4,344
Persons Applied for by Employers,	379	2,961	2,130	1,922	1,640	2,240	11,262

¹ No record of detail kept. Office open two months only in 1907.

The Fall River office, like that at Springfield, has now been in operation for four full years. According to the records of this office it appears that in 1908 the number of positions reported filled by it was 2,583; in 1909 the number was 1,541; in 1910 it was 1,421; in 1911 it dropped to 1,042; and in 1912 it rose to 1,641, an increase of 599 over the preceding year. The number of applications for employment recorded for this office was substantially the same in 1908 and 1909, being, respectively, 3,698 and 3,642; in 1910 it rose to 4,088; in 1911, it dropped to 3,582, and in 1912 it again dropped to 2,680. On the other hand, the number of persons applied for by employers, which showed a steady decline from 1908 to 1911, increased from 1,640 in that year to 2,240 in 1912. There has thus been a gratifying growth during the past year both in the number of positions reported filled and in the degree of patronage by employers.

Since this office was first opened it has had three different superintendents, the latest change having been made in August, 1911, and in that year, also, new quarters were procured. The hope expressed in my report a year ago that these changes might result in the office being able to make a better showing than formerly thus appears by the record to have been at least partially justified; but the experience of five years appears to have demonstrated that the industrial conditions peculiar to Fall River, to which attention has been called in former reports, are such that it is doubtful whether the State Free Employment Office in this city can ever be expected to show as wide and growing patronage relatively as has characterized the offices in Boston and Springfield.

Expenditures on Account of Free Employment Offices, 1912.

The classified expenditures for the maintenance of the three offices during the year ending November 30, 1912 were as follows:—

	Boston	Springfield	Fall River	Total
Maintenance of Offices:				
Printing Annual Report,	\$48.22	\$24.11	\$24.11	\$96.44
Job printing,	596.90	100.46	44.55	800.91
Postage (including stamped envelopes), . .	112.45	59.54	22.50	194.49
Stationery and supplies,	100.67	19.25	31.66	151.58
Machine supplies and repairs,	92.10	61.00	—	153.10
Rent,	2,499.96	629.75	525.00	3,654.71
Electric light and gas,	171.05	57.87	12.50	241.42
Telephone, telegraph and messenger, . .	504.69	118.07	142.20	764.96
Advertising,	475.56	92.80	22.41	590.77
Cleaning materials,	61.91	17.55	9.05	88.51
Expressage and teaming,	1.80	15.11	4.45	21.36
Travel,	8.93	23.20	89.40	121.53
All other,	136.25	34.12	20.45	190.82
Salaries (including janitor service), . .	12,502.67	2,912.50	1,512.50	16,927.67
Total,	\$17,312.16	\$4,225.33	\$2,460.78	\$23,998.27
Balance unexpended, . . . . .	. . . . .	. . . . .	. . . . .	1.73
Appropriation, . . . . .	. . . . .	. . . . .	. . . . .	\$24,000.00

Mr. Walter L. Sears continues as superintendent of the Boston office, a position he has held since it was first opened; Mr. Chester W. Allen remains in charge of the Springfield office; and Mr. Harry F. Downs in charge of the Fall River office. I wish to record here my appreciation of the faithfulness with which the superintendents of the three offices have performed their duties.

CHARLES F. GETTEMY,

Director, Bureau of Statistics.

STATE HOUSE, BOSTON, January 1, 1913.

STATISTICAL TABLES.

[15]

STATISTICAL TABLES.

TABLE I. — *Consolidated Summary of Business of the Three State Offices for the Year ending November 30, 1912, compared with 1911.*

CLASSIFICATION.	1912			1911	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1911)	
Applications for <i>Employment</i> , . . .	40,973	16,753	57,726	54,359	+6.39
Applications from <i>Employers</i> , . . .	-	-	29,686	24,821	+19.60
<i>Individual Employers</i> who Applied for Help, <i>Persons Applied for</i> by Employers, . .	23,403	13,431	9,457 36,834	8,668 30,633	+9.10 +20.25
<i>Offers of Positions</i> ,	54,096	19,993	74,089	58,173	+27.36
Individuals to whom <i>one Position only</i> was offered,	17,341	4,339	21,580	17,956	+20.18
Individuals to whom <i>more than one Position</i> was offered,	9,533	3,350	12,883	10,234	+25.87
Total to whom Positions were offered, . .	26,873	7,589	34,463	28,190	+22.35
Positions Reported filled,	16,500	10,087	26,587	21,158	+25.66
Individuals for whom <i>one Position only</i> was secured,	8,610	2,979	11,589	9,618	+20.49
Individuals for whom <i>more than one Position</i> was secured,	2,581	1,541	4,123	3,587	+14.91
Total for whom Positions were secured, . .	11,191	4,520	15,711	13,205	+18.98

TABLE II. — *Summary of Business of the Boston Office for the Year ending November 30, 1912, compared with 1911.*

CLASSIFICATION.	1912			1911	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1911)	
Applications for Employment, . . .	30,275	12,883	43,158	40,114	+7.59
Applications from Employers, . . .	-	-	21,995	18,504	+18.87
Individual Employers who Applied for Help, . . .	-	-	6,820	6,308	+9.86
Persons Applied for by Employers, . .	16,992	9,757	26,749	22,816	+17.24
Offers of Positions,	45,009	16,042	61,051	47,688	+28.02
Individuals to whom one Position only was offered,	14,271	3,438	17,709	14,457	+22.49
Individuals to whom more than one Position was offered,	8,109	2,748	10,857	8,313	+30.60
Total to whom Positions were offered, .	22,380	6,186	28,566	22,770	+25.45
Positions Reported filled,	11,966	7,588	19,554	15,806	+23.71
Individuals for whom one Position only was secured,	6,677	2,302	8,979	7,400	+21.34
Individuals for whom more than one Position was secured,	1,941	1,296	3,237	2,712	+19.36
Total for whom Positions were secured, .	8,618	3,598	12,216	10,112	+20.81

TABLE III. — *Summary of Business of the Springfield Office for the Year ending November 30, 1912, compared with 1911.*

CLASSIFICATION.	1912			1911	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Total	Totals (For Division by Sex, see Report for 1911)	
Applications for <i>Employment</i> , . . .	9,433	2,455	11,888	10,563	+12.54
Applications from <i>Employers</i> , . . .	-	-	5,910	5,012	+17.92
<i>Individual Employers</i> who Applied for Help, <i>Persons Applied for</i> by Employers, . .	- 5,535	- 2,310	2,085 7,845	1,926 6,176	+8.26 +27.02
<i>Offers of Positions</i> ,	3,399	2,688	11,077	8,589	+29.42
Individuals to whom <i>one Position only</i> was offered,	2,093	575	3,268	2,647	+23.46
Individuals to whom <i>more than one</i> Position was offered,	1,375	468	1,843	1,555	+18.52
Total to whom Positions were offered, .	4,068	1,043	5,111	4,202	+21.63
Positions Reported filled,	3,978	1,414	5,392	4,310	+25.10
Individuals for whom <i>one Position only</i> was secured,	1,616	424	2,040	1,673	+31.94
Individuals for whom <i>more than one</i> Position was secured,	614	165	779	627	+24.34
Total for whom Positions were secured, .	2,230	589	2,819	2,300	+22.57

TABLE IV. — *Summary of Business of the Fall River Office for the Year ending November 30, 1912, compared with 1911.*

CLASSIFICATION.	1912			1911	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Total	Totals (For Division by Sex, see Report for 1911)	
Applications for <i>Employment</i> , . . .	1,365	1,415	2,680	3,583	—25.18
Applications from <i>Employers</i> , . . .	—	—	1,781	1,305	+36.48
<i>Individual Employers</i> who Applied for Help, . . .	—	—	553	534	+3.37
<i>Persons Applied for</i> by Employers, . .	876	1,364	2,240	1,640	+36.59
<i>Offers of Positions</i> ,	693	1,263	1,961	1,925	+1.87
Individuals to whom <i>one Position only</i> was offered,	377	226	603	852	—29.23
Individuals to whom <i>more than one Position</i> was offered,	48	134	182	366	—50.27
Total to whom Positions were offered, . .	425	360	785	1,218	—35.55
Positions Reported Filled,	556	1,085	1,641	1,042	+57.49
Individuals for whom <i>one Position only</i> was secured,	317	253	570	545	+4.59
Individuals for whom <i>more than one Position</i> was secured,	26	80	106	248	—57.26
Total for whom Positions were secured, .	343	333	676	793	—14.75

TABLE V. — *Summary of Business at Each Office Showing Labor*

	CLASSIFICATION.	Working Days	SUPPLY	
			Applications for Employment	Daily Average
1	Boston:			
2	Males,	305	30,275	99.26
3	Females,	305	12,883	42.24
4	Total,	305	43,158	141.50
5	Springfield:			
6	Males,	306	9,433	30.83
7	Females,	306	2,455	8.02
8	Total,	¹ 306	11,888	38.85
9	Fall River:			
10	Males,	306	1,265	4.14
11	Females,	306	1,415	4.62
12	Total,	¹ 306	2,680	8.76
13	Consolidated Totals for three offices:			
14	Males,	305	40,973	134.23
15	Females,	305	16,753	54.88
16	Total,	305	57,726	189.11

TABLE VI. — *Consolidated Summary of Business by Months at All of November 30,*

	MONTHS.	Working Days	SUPPLY.	
			Applications for Employment	Daily Average
1	December, 1911.	25	3,532	141.28
2	January, 1912.	27	4,235	156.70
3	February,	24	3,727	155.29
4	March,	26	4,107	157.96
5	April,	25	4,696	187.84
6	May,	26	5,372	202.77
7	June,	¹ 24	4,903	202.09
8	July,	26	5,471	210.42
9	August,	27	5,193	192.33
10	September,	24	6,154	256.42
11	October,	26	5,740	220.77
12	November,	25	4,646	185.84
13	Totals,	305	57,726	189.11

¹ Springfield and Fall River offices had 26 working days in June.

Supply and Demand for the Year Ending November 30, 1912.

DEMAND			POSITIONS OFFERED		POSITIONS FILLED		Percent- ages of Positions Filled of Persons Called for	Percent- ages of Positions Filled of Appli- cations	
Number of Appli- cations from Em- ployers	Aggregate Number of Persons Called for	Daily Average	Number	Daily Average	Number	Daily Average			
-	16,992	55.70	45,009	147.57	11,966	39.23	70.42	39.52	1
-	9,787	32.00	16,042	52.60	7,588	24.88	77.77	58.90	2
21,995	26,749	87.70	61,051	200.17	19,554	64.11	73.10	45.31	3
-	5,535	18.09	8,389	27.42	3,978	13.00	71.87	42.17	4
-	2,310	7.55	2,688	8.78	1,414	4.62	61.21	57.60	5
5,910	7,945	25.64	11,077	36.20	5,392	17.62	68.73	45.36	6
-	876	2.86	698	2.28	556	1.82	63.47	43.95	7
-	1,364	4.46	1,263	4.13	1,085	3.54	79.55	76.68	8
1,781	2,240	7.32	1,961	6.41	1,641	5.36	73.26	61.23	9
-	22,403	76.65	54,096	177.27	16,800	54.05	70.50	40.27	10
-	12,431	44.01	19,993	65.51	10,087	33.04	75.10	60.21	11
29,686	36,834	120.66	74,089	242.78	26,587	87.09	72.13	46.06	12

the Offices Showing Labor Supply and Demand for the Year Ending 1912 — Both Sexes.

DEMAND			POSITIONS OFFERED		POSITIONS FILLED		Percent- ages of Positions Filled of Persons Called for	
Number of Appli- cations from Em- ployers	Aggregate Number of Persons Called for	Daily Average	Number	Daily Average	Number	Daily Average		
1,536	1,836	73.44	3,751	150.04	1,340	53.60	72.98	1
1,564	2,182	80.81	4,028	149.19	1,580	58.52	72.41	2
1,630	1,873	78.04	3,731	155.46	1,417	59.04	75.65	3
2,105	2,387	91.81	4,909	188.81	1,667	64.12	69.84	4
2,790	3,309	132.36	6,400	256.00	2,320	92.80	70.11	5
2,524	3,527	135.65	7,198	276.85	2,692	108.54	76.33	6
2,643	3,252	123.99	6,326	261.38	2,463	101.42	75.74	7
2,723	3,652	140.45	7,399	280.73	2,661	102.35	72.86	8
2,694	3,430	127.04	7,244	268.30	2,380	88.15	69.39	9
3,415	4,383	178.46	8,587	357.79	2,974	123.92	69.44	10
3,352	4,153	159.69	8,284	318.62	2,898	111.46	69.80	11
2,400	2,961	118.04	6,332	253.28	2,195	87.80	74.38	12
29,686	36,834	120.66	74,089	242.78	26,587	87.09	72.13	13

TABLE VII. — *Positions Secured at the Three Offices Classified*

	CLASSIFICATION.	BOSTON		
		Males	Females	Total
1	Agricultural pursuits,	797	—	797
2	Professional service,	40	4	44
3	Domestic and personal service,	4,457	5,931	10,378
4	Trade and transportation,	2,783	436	3,224
5	Manufacturing and mechanical pursuits,	3,674	1,224	4,898
6	Apprentices,	210	3	213
7	Totals,	11,966	7,593	19,554

by Sex and Occupation for the Year Ending November 30, 1912.

SPRINGFIELD			FALL RIVER			THREE OFFICES			
Males	Females	Total	Males	Females	Total	Males	Females	Total	
1,023	11	1,034	17	—	17	1,837	11	1,848	1
4	—	4	—	—	—	44	4	48	2
1,668	1,249	2,917	376	1,060	1,436	6,501	8,230	14,731	3
429	14	443	20	7	27	3,237	457	3,694	4
848	140	988	136	18	154	4,658	1,382	6,040	5
6	—	6	7	—	7	223	3	226	6
3,978	1,414	5,392	556	1,085	1,641	16,500	10,087	26,587	7

SECTION 2. The director of said bureau shall appoint for each of the offices provided for in the preceding section a superintendent who shall, under the direction of said director, perform the duties hereinafter set forth or such as he may require. The director may also appoint an assistant superintendent and such clerks as he may deem necessary for the proper conduct of the business of said employment offices. The furniture and fixtures of said employment offices shall be provided by the sergeant-at-arms in the manner and under the restrictions specified in section four of chapter ten of the Revised Laws for buildings or parts of buildings leased to the commonwealth. The location of each office established under the provisions of this act shall be plainly indicated by a proper sign or signs.

SECTION 3. The superintendents of said employment offices shall receive applications from those seeking employment and from those desiring to employ, and shall register them in such manner as may be prescribed by the director of said bureau, and shall take such other action as the director may deem best to promote the purposes of said offices.

SECTION 4. No fees, direct or indirect, shall in any case be taken from those seeking the benefits of said employment offices. Any superintendent or clerk who directly or indirectly charges or receives any fee in the performance of his duties shall be punished by a fine of not more than one hundred dollars or by imprisonment in jail for a term not exceeding thirty days, and shall be disqualified from holding further connection with said office.

SECTION 5. In registering applications for employment and for employees wanted, preference shall be given to residents of the commonwealth.

SECTION 6. Each superintendent shall make to the director of said bureau such reports of applications for labor or employment and of other details of the work of his office as the director may require. The director shall cause reports showing the business of the several offices to be prepared at regular intervals and to be exchanged among the said offices, and shall supply them to the newspapers and to citizens upon request; and the several superintendents shall cause such reports to be posted in a conspicuous place in their offices so that they may be open to public inspection.

SECTION 7. There shall be allowed and paid out of the treasury of the commonwealth, upon the approval of the director of the bureau, for salaries and for contingent expenses in connection with the establishment and maintenance of free employment offices as herein provided for, such sum as the general court may annually appropriate therefor. The annual salary of the superintendents and of such clerk as may be appointed in each office to act as chief clerk or assistant superintendent shall be fixed by the director of said bureau subject to the approval of the governor and council.

SECTION 8. The director of the bureau of statistics is hereby authorized to furnish weekly to the clerks of all cities and towns in the commonwealth printed bulletins showing the demand for employment, classified by occupations to such extent as may be practicable and indicating the city or town in which the employees are wanted. Such information shall be based upon the applications for employees made at the free employment offices under the jurisdiction of said bureau.

SECTION 9. Every city and town clerk shall post the lists received as aforesaid in one or more conspicuous places in the city or town. A city or town clerk who fails to comply with the provisions of this section shall be punished by a fine not exceeding ten dollars.

PUBLICATIONS OF THE BUREAU OF STATISTICS.

This Bureau now issues four separate annual reports relating respectively to:

(a) The Statistics of Labor (Pub. Doc. 15).

Containing statistical and other information relating especially to labor affairs.

(b) The Statistics of Manufactures (Pub. Doc. 36).

Containing statistics of capital invested, materials used, wages paid, value of product, etc.

(c) The Statistics of Municipal Finances (Pub. Doc. 79).

Containing statistics pertaining to the cost of municipal government in Massachusetts, revenue, maintenance, interest payments, and municipal indebtedness.

(d) The State Free Employment Offices (Pub. Doc. 80).

Containing statistical tables and descriptive matter relative to the work of the offices maintained under the jurisdiction of this Bureau in Boston, Springfield, and Fall River.

Besides these annual publications the Bureau issues from time to time:

(a) The Labor Bulletin.

Containing statistical and other information relating to matters affecting labor and the condition of the wage-earning population.

(b) The Municipal Bulletin.

Containing matter relating to municipal affairs, especially finances, and intended to promote a sound and efficient administration of city and town government in Massachusetts.

(c) The Decennial Census.

The Decennial Census of the Commonwealth for 1905 was published complete in four volumes; now out of print.

Public Document

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No. 80

The Commonwealth of Massachusetts

BUREAU OF STATISTICS

CHARLES F. GETTEMY, Director

SEVENTH ANNUAL REPORT

ON THE

STATE FREE EMPLOYMENT OFFICES

FOR THE YEAR ENDING NOVEMBER 30

1913



BOSTON
WRIGHT & POTTER PRINTING COMPANY
STATE PRINTERS
1914

MASSACHUSETTS BUREAU OF STATISTICS

Rooms 250-258, State House, Boston

The Bureau is organized into five permanent divisions: 1. The *Administration Division*, charged with duties supervisory in relation to the several divisions; 2. The *Labor Division*, engaged in the collection and tabulation of statistical and other information relating to matters affecting labor and the condition of the working people, as well as questions of general economic and social interest; 3. The *Manufactures Division*, which collects and tabulates Statistics of Manufactures; 4. The *Municipal Division*, which collects and tabulates Statistics of Municipal Finances; 5. The *Free Employment Offices Division*, embracing the administration of the State Free Employment Offices, of which there are three, located respectively at 8 Kneeland Street, Boston; 47 Water Street, Springfield; and 41 North Main Street, Fall River. During the period of taking and compiling the Census a sixth, the *Census Division*, is organized.

The functions of the Bureau and the duties of the Director are summarized in Section 1 of Chapter 371 of the Acts of 1909, entitled "An Act to Provide for a Bureau of Statistics," as follows:

SECTION 1. There shall be a Bureau of Statistics, the duties of which shall be to collect, assort, arrange, and publish statistical information relative to the commercial, industrial, social, educational, and sanitary condition of the people, the productive industries of the Commonwealth, and the financial affairs of the cities and towns; to establish and maintain free employment offices as provided for by chapter four hundred and thirty-five of the acts of the year nineteen hundred and six and amendments thereof; and to take the Decennial Census of the Commonwealth required by the Constitution and present the results thereof in such manner as the General Court may determine.

FREE EMPLOYMENT OFFICES.

The law governing the establishment of Free Employment Offices was originally Chapter 435 of the Acts of 1906, which, with subsequent amendments, was included in Chapter 514 of the Acts of 1909 entitled, "An Act to codify the Laws relating to Labor," approved by the Governor on June 18. The sections of this act relating to Free Employment Offices are 1 to 9, inclusive and are as follows:

SECTION 1. There shall be established and maintained, under the care and direction of the director of the bureau of statistics, in such cities as may be selected after proper investigation by said director, and with the approval of the governor and council, employment offices for the purpose of bringing together those who seek employment and those who desire to employ.

The Commonwealth of Massachusetts

SEVENTH ANNUAL REPORT

ON THE

STATE FREE EMPLOYMENT OFFICES

FOR THE YEAR

1913

BY

THE DIRECTOR OF THE BUREAU OF STATISTICS



BOSTON

WRIGHT & POTTER PRINTING CO., STATE PRINTERS

32 DERNE STREET

1914



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APPROVED BY
THE STATE BOARD OF PUBLICATION.

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SEVENTH ANNUAL REPORT ON THE STATE FREE EMPLOYMENT OFFICES.

INTRODUCTION.

The Seventh Annual Report on the State Free Employment Offices covering the year ending November 30, 1913, is submitted herewith. These offices are located, respectively, at Boston, Springfield, Fall River, and Worcester, the office in Worcester having been opened September 15, 1913. During the seven years since the Boston office was established, the aggregate number of positions reported to the several offices as having been filled through them is 145,642, the net increase for the period being from 15,510 to 29,117, or 13,607, 87.73 per cent. The figures by years are as follows:—

1907,	15,510
1908,	14,955
1909,	17,741
1910,	20,574
1911,	21,158
1912,	26,587
1913,	29,117
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Total for 7 years,	145,642

The positions reported filled by all the offices during the year have been broadly classified as follows:—

OCCUPATIONS.	Males	Females	Totals
Agricultural pursuits,	1,763	8	1,771
Professional service,	53	4	57
Domestic and personal service,	7,317	8,762	16,079
Trade and transportation,	3,408	695	4,103
Manufacturing and mechanical pursuits,	5,461	1,424	6,885
Apprentices,	207	15	222
Totals,	18,209	10,908	29,117

A consolidated summary of the business of the four offices since the establishment of the Boston office, December 3, 1906, is given below:—

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,							Total
	1907 ¹	1908	1908	1910	1911	1912	1912 ²	
Offers of Positions,	46,853	32,654	41,540	51,082	58,172	74,089	74,113	378,503
Positions Reported Filled,	15,510	14,955	17,741	20,574	21,158	26,887	29,117	145,642
Persons Furnished Employment, . .	10,707 ³	9,093	11,166	12,292	13,205	15,711	16,835	89,009
Persons Applied for by Employers, .	35,563	18,980	23,817	28,354	30,632	36,824	39,230	213,410

¹ The figures for 1907 are for a full 12 months for the Boston office, but are for three months only for the Springfield office and two months only for the Fall River office.

² The figures for 1912 are for a full 12 months for the Boston and Springfield offices, 11 months for the Fall River office (this office having been closed during August) and two and one half months for the Worcester office.

³ This figure is for the Boston office only.

THE BOSTON OFFICE: 8 Kneeland Street.

WALTER L. SEARS, *Superintendent.*

Summary of Business from December 3, 1906, to November 30, 1913.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,							Total
	1907	1908	1908	1910	1911	1912	1913	
Offers of Positions,	44,876	24,445	32,432	41,680	47,688	61,051	58,324	310,446
Positions Reported Filled,	14,480	9,941	13,034	15,478	15,806	19,554	20,971	109,264
Persons Furnished Employment, . .	10,707	6,535	8,327	9,262	10,112	12,216	12,981	70,140
Persons Applied for by Employers, .	33,696	12,825	17,404	21,425	22,816	26,749	26,956	161,871

The Boston office showed 14,480 positions reported filled in 1907, the first year of its operation; in 1913, the number had risen to 20,971, an increase for that year over the first year of operation of 6,491, or 44.83 per cent. With the exception of the year following the financial panic of October, 1907, the number of positions reported filled by this office has increased over the number of the preceding year. The increase for 1913 over 1912 was 1,417.

In reviewing the work of the Boston office during the past year, the Superintendent writes as follows:—

During the year, in accordance with custom, conferences were held of all the employees of this office, in an endeavor to improve the service,

and while there have been no material changes adopted in the method of doing business, all employees have been made to feel that they were a part of the organization and perfectly free to make suggestions which they believed would make for a more efficient service. The office is more highly organized to-day and is doing more of those things for which it was created than ever before.

The demands upon the office for service have increased each year, since the office was opened, seven years ago. In receiving orders for help great care is taken to obtain the fullest information as to the nature of the work to be performed, hours, wages, conditions, and tenure. We always urge co-operation with the office by all of our patrons, because it makes for a better service and tends to minimize the expense incurred in notifying delinquent employers.

Every employment office, whether private or public, in order to obtain business, must give a certain amount of publicity to its facilities and opportunities. There are various methods of accomplishing this result. The daily press is undoubtedly the best way. With the means at our command for this purpose, we advertise "help wanted" only when we are certain that it cannot be obtained in any other manner. We are able to advertise "help wanted" and "situations wanted" in the Christian Science Monitor gratis and with excellent results. Our monthly "Labor Market Letter," which is sent to a mailing list of about thirty-five, furnishes a certain amount of desirable publicity. We also have bulletin boards in each department upon which opportunities are placed as soon as they are received by the office. Opportunities requiring little skill or knowledge we can usually fill without great difficulty. Whenever I have had an opportunity to speak at meetings about the work of the office, I have done so and in this way have obtained a certain amount of advertising.

Owing to the publicity which we have received, our office has become very widely known. We have received applications for employment from Australia, Tasmania, Great Britain, and quite a few from the British Provinces, also from more than twenty states in the Union. To those who apply for help or employment from outside of this Commonwealth, it is the rule to send a post card calling their attention to the provision of the law which says that "preference shall be given to residents of the Commonwealth." If we are satisfied that it is for the best interests of the Commonwealth to advise applicants for employment to come here, we treat such cases according to our best judgment.

During the year there were 493 persons (419 male and 74 female) who were sent to this office by public benefactors, including the Charities, — 454 of whom were offered employment and 213 (175 male and 38 female) secured employment. Of the 127 sent by the Charities, 64 were given employment.

Our records show a total of 26,512 employers who have patronized the office since its institution on December 3, 1906, of whom 7,060 have applied for help this year. Employers outside of Massachusetts to the number of 665 have applied since the opening day, 128 of whom have applied this year. We have had calls from 2,784 employers during the past year who have never applied before, and 4,276 of our former patrons have renewed their patronage, a fact indicating to a gratifying degree the confidence given the office by employers and their satisfaction with its service.

I submit the following to show the scope or field which this office is serving:—Of the demand (persons called for), 75 per cent were from Boston concerns and 25 per cent outside. We now have employers as patrons from twenty-two states outside of Massachusetts and Washington, D. C.; also from the British Provinces and Bermuda.

The demand in the Skilled Departments (male and female) shows a decrease of 1 per cent and the positions reported filled, an increase of 8 per cent as compared with the preceding year. In the Boys' or Minors' Department, the demand increased 36 per cent and the positions reported filled, 40 per cent over the preceding year. The demand in the Unskilled Departments (male and female) shows a decrease of 4 per cent and the positions filled, an increase of 2 per cent as compared with the preceding year.

Of the total number of male individuals who were offered positions (21,141), 64 per cent, or 13,531, were native born, and 36 per cent, or 7,610, were foreign born. Of the total number of female individuals who were offered positions (6,494), 55 per cent, or 3,571, were native born and 45 per cent, or 2,923, were foreign born.

Of the total number of male individuals who secured employment (9,190), 64 per cent, or 5,882, were native born and 36 per cent, or 3,308, were foreign born. Of the total number of female individuals who secured employment (3,791), 53 per cent, or 2,009, were native born and 47 per cent, or 1,782, were foreign born.

Of the total number of individuals (male and female) who secured positions (12,981), 34 per cent, or 4,413, were married and 66 per cent, or 8,568, were single. Of the total number of males who secured positions (9,190), 22 per cent, or 2,022, were married and 78 per cent, or 7,168, were single. Of the total number of females who secured positions (3,791), 37 per cent, or 1,389, were married and 63 per cent, or 2,402, were single.

Of the total number of individuals (male and female) who secured positions (12,981), 32 per cent were under 21 years of age; 37 per cent, age 21 to 30 years; 19 per cent, 31 to 40 years; 10 per cent, 41 to 50 years; and 2 per cent, 51 years and over.

Of the total number of male individuals who secured positions (9,190), 29 per cent were under 21 years of age; 40 per cent, 21 to

30 years; 19 per cent, 31 to 40 years; 9 per cent, 41 to 50 years; and 3 per cent, 51 years and over.

Of the total number of female individuals who secured positions (3,791), 43 per cent were under 21 years of age; 26 per cent, 21 to 30 years; 19 per cent, 31 to 40 years; 10 per cent, 41 to 50 years; and 2 per cent, 51 years and over.

The Massachusetts offices are doing more of those things which properly belong to a public employment office than any other office that I know of. For example, in the Boston office we have a vocational counsellor to advise juveniles with regard to opportunities for which they are best adapted; a clerk who has charge of all handicapped cases, so-called; a system of employees' special applications by which to handle high grade help and applicants residing at a distance from the office; a system of record keeping by which those who wish the information may learn what the office is accomplishing.

Mr. Francis E. Deady, in charge of the Boys' Department, reports as follows as the result of his observations during the year: —

At the outset, we have to contend with the problem in Boston, as in the other large industrial centers, that the supply of boy labor far exceeds the demand, and no matter how efficient this supply may be, a surplus remains after all demands have been met, while even those lads who find work immediately on leaving school, may from one cause or another, have to pass through periods of unemployment during the next few years. Our work does not necessarily lie in the direction of increasing the demand for boy labor, but rather in that of decreasing the available supply, and raising the standard of efficiency of the youthful workers in question by extending the period of compulsory education.

While it is a pleasing statement to say that the demands for these youthful applicants which have been made on our office during the past year were 3,333 as contrasted with 2,455 during the year previous, it is doubly gratifying to learn that the number of minors who secured positions through our efforts in this same period totaled 2,509 as against 1,789 in 1911-1912, an increase of 40 per cent. Not only has the list of opportunities been more varied, but the noticeable change lies in the fact that the average lad whom we are endeavoring to direct is more serious, morally and mentally, and is steadily becoming more so. This development, to our thinking, may be attributed to two causes, — the increased age and the increased wage of the applicants with whom we are dealing.

The Child Labor Law, in my judgment, was a careful step in the right direction. It virtually extended the age of compulsory education

from fourteen to sixteen years, and to an extent, curtailed the supply of juvenile labor. It is our opinion that this law will offer a lad one or two additional years of instruction at a time when he is most apt to learn, and he will be kept for another year or two under discipline, just at the period when it is easy to influence and permanently develop character.

And if, as we say, we find the average lad on leaving school and entering the industrial ranks older by one or two years than formerly, we also find him earning a higher return. As recent as two years ago, it was customary to obtain the services of a boy for three dollars weekly. Since that time, however, the scale of compensation has risen consistently, and especially so within the past two months, — and better still, the lad's earnings are steadily rising and it is a safe prediction to offer that it will be impossible to obtain the services of a lad in the near future for less than six or seven dollars per week.

Many of these boys who apply to us, brilliant and animated as they are, lack real character and at this formative period of their lives need that true moral support which is not always forthcoming in their homes. In making application for work, with characteristic thoughtlessness and inexperience, they prefer to bring home comparatively high wages in blind alley occupations to entering trades with a reasonable certainty of remunerative employment in the future, but smaller present earnings. Consequently, a serious word of advice accompanied by personal help and guidance would not only increase their general intelligence, physical powers, and industrial efficiency, but strengthen their whole moral fibre. This work, however, can be performed only by a vocational counsellor. The task of such a counsellor is to keep informed as to the relative demand and prospects for young workers in the various industries, so that the advice which he offers these youthful applicants may be based on the best available knowledge. These boys, thrown upon the labor market, as they are at an early age, with neither the knowledge of a skilled trade nor adaptable hands and minds and untrained in methodical habits, must be safely guided out of the numerous unskilled paths, which offer them no real training and from which they are displaced as soon as they approach manhood to make room for other and younger boys.

THE SPRINGFIELD OFFICE: 47-49 Water Street.

CHESTER W. ALLEN, *Superintendent.**Summary of Business from September 4, 1907, to November 30, 1913.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,							Total
	1907	1908	1909	1910	1911	1912	1913	
Offers of Positions,	1,464	3,940	5,753	6,626	8,559	11,077	12,372	49,791
Positions Reported Filled, . . .	796	2,431	3,166	3,675	4,310	5,392	6,325	26,095
Persons Furnished Employment, . .	- ¹	1,538	1,929	2,085	2,300	2,819	2,965	13,636
Persons Applied for by Employers, .	1,488	3,204	4,283	5,007	6,176	7,845	9,229	37,232

¹ No record of detail kept. Office open three months only in 1907.

The Superintendent writes in further detail as follows:—

The business transacted at this office during the fiscal year 1913 shows an increase as compared with 1912, not only in the number of individual employers who applied for help and the number called for by employers, but also in the number of individuals who secured positions and the number of positions reported filled.

This office has shown a steady increase in business year after year since it was first opened, due, to a large extent, to the careful selection of help sent to employers. A large number of old employers appreciate this fact as their continued patronage of the office shows.

Since the office first opened, 6,356 individual employers have applied for help, 357 of whom reside outside the state. Of these employers 2,376 who applied for help this year, 1,300 of whom applied in former years, 79 being non-residents of this state; and 1,076 represent the number of employers who used the office for the first time, 82 of whom do not live in Massachusetts.

Of the total number of male individuals who were offered positions (4,105) 63 per cent, or 2,579, were native born and 37 per cent, or 1,526, were foreign born. Of the total number of female individuals who were offered positions (1,507) 58 per cent, or 871, were native born and 42 per cent, or 636, were foreign born.

Of the total number of male individuals who secured employment (2,191) 64 per cent, or 1,395, were native born and 36 per cent, or 796, were foreign born. Of the total number of female individuals who secured employment (774) 56 per cent, or 434, were native born and 44 per cent, or 340, were foreign born.

I have tried during the past year to give this office as much publicity as possible and want to mention the kindness of the Springfield papers

in not only printing our monthly reports and the statement which I have prepared for them each month showing the condition of the labor market as viewed from this office, but also the "write-ups" which have appeared from time to time which help to keep the work of this office before the people.

In trying to get this office in closer touch with the larger employers of help in Western Massachusetts, I sent out, on October 1, five hundred circular letters, and, while the result in regard to new orders was not as large as I expected, this being due to a large extent to the condition of the labor market which at that time was very quiet with practically no demand for help in the mercantile and manufacturing lines, yet I was gratified to receive letters from several employers stating that they would be pleased to apply to this office when in need of help.

When the office was moved a little over a year ago to its present location at the corner of Worthington and Water streets, I thought with the enlarged office there would be room enough to take care of the business for some time to come, but the large increase during the past year has made it necessary, in order to properly transact the business, to take the adjoining store at 16 Worthington street, where, after the alterations are completed, the women's department will be located. This will enable the women's department to be divided into skilled and unskilled divisions and thus give better service to the employers. The space in the old office used for the women's department will be changed over and made into a division for skilled male help, thus separating the male department into skilled and unskilled divisions. When these changes are completed, we shall be able to give employers the same quick and efficient service which they have had in the past.

The women's department shows a gain this year in the number of positions reported filled of over 30 per cent, this being the largest gain in any year since the office was opened.

The business transacted at this office during the winter, spring and summer months was considerably greater than that of the corresponding months last year, but since the first of September there has been a considerable falling off in the demand for help, especially for skilled workmen in the manufacturing and building trades.

During the spring and summer months, especially in April and May, the number of farm hands called for was the largest in the history of the office and we were able to furnish a large percentage of the number called for.

There has been a large increase this year in the orders for married farm hands, places where the farmer furnished a tenement, also milk, vegetables, etc. Many farmers prefer married men, as they are more steady and generally take more interest in the work than the single men do. The office is also of great assistance to the farmers in supplying day help, being able to furnish any number of men at short notice,

especially during the harvest of tobacco and subsequently in taking down and stripping it.

I hope that during the coming year the work of this office will continue to increase so that its usefulness may be extended and we may be of greater service to both the employer and those seeking work.

THE FALL RIVER OFFICE: 41 North Main Street.

HARRY F. DOWNS, *Superintendent.*

Summary of Business from October 1, 1907, to November 30, 1913.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30,							Total
	1907	1908	1909	1910	1911	1912	1913 ¹	
Officers of Positions, . . .	513	4,269	3,355	2,826	1,925	1,961	1,595	16,444
Positions Reported Filled, . .	234	2,583	1,541	1,421	1,042	1,641	1,269	9,731
Persons Furnished Employment,	- ²	1,020	910	945	793	676	410	4,754
Persons Applied for by Employers,	379	2,951	2,130	1,922	1,640	2,240	1,956	13,218

¹ Office closed during August.

² No record of detail kept. Office open two months only in 1907.

The Fall River office, like that at Springfield, has now been in operation for six full years. According to the records of this office, it appears that in 1908 the number of positions reported filled by it was 2,583; in 1909 the number was 1,541; in 1910 it was 1,421; in 1911 it dropped to 1,042; in 1912 it rose to 1,641, an increase of 599 over the preceding year, and in 1913 it dropped to 1,269. The number of persons applied for by employers, which showed a steady decline from 1908 to 1911, increased from 1,640 in that year to 2,240 in 1912, but in 1913 it fell off to 1,956. It should be explained, however, as undoubtedly partially accounting for the falling off in the past year of the positions reported filled and the number of persons applied for, that it was decided to close the office during the vacation month of August, 1913. The observations made in former reports regarding this office seem still to be applicable to it.

THE WORCESTER OFFICE: 48-52 Green Street.

WILLIAM A. MCCARTHY, *Superintendent.*

Summary of Business from September 15, 1913, to November 30, 1913.

CLASSIFICATION.	Year Ending November 30, ¹ 1913
Offers of Positions,	1,822
Positions Reported Filled,	552
Persons Furnished Employment,	479
Persons Applied for by Employers,	1,089

¹ Two and one-half months from date of opening, September 15.

An office in Worcester was opened on September 15 at 48-52 Green Street, following a recommendation of the Director, approved by the Governor and Council, and William A. McCarthy, a clerk in the Boston Office, was promoted and transferred to be superintendent of the new office. At the close of the fiscal year, therefore, the Worcester office had been in operation for two months and a half and had had a sufficient amount of business to handle to apparently justify the belief that it will prove in course of time a helpful agency to employers of labor and those seeking employment in this, the second city of the Commonwealth.

The Superintendent makes the following statement regarding general conditions since the opening of the office:—

About the time the office was opened business was very dull and the figures of demand for help, 1,089 persons, during the eleven weeks indicate that the office will be called upon to furnish a great deal of help when business is good. The registration of applicants for employment, 2,138 persons, includes all occupations from the day worker at 15 cents an hour to the skilled mechanic at \$1,500 a year.

The demand for female factory help during the first month was heavy and we filled a large number of positions in the various factories. The past month the demand has not been so heavy. The call for experienced housemaids exceeds the supply, while we have no trouble in filling applications for green and inexperienced girls.

The demand for male help, while not as great as that for female, has been good and we filled a large percentage of the orders. We have not

found any difficulty in supplying farmers with help at this season of the year.

I have interviewed superintendents of different manufacturing concerns and have been informed that they have had considerable difficulty in securing help in the past and they think that through the Free Employment Office they will be enabled to obtain help much more readily.

EXPENDITURES ON ACCOUNT OF FREE EMPLOYMENT OFFICES, 1913.

The classified expenditures for the maintenance of the four offices during the year ending November 30, 1913, were as follows: —

	Boston	Spring- field	Fall River	Worcester	Total
Maintenance of Offices:					
Printing Annual Report,	\$52.52	\$26.26	\$26.26	-	\$105.04
Job printing,	460.33	172.46	50.88	\$129.77	813.44
Postage (inc. stamped envelopes), . .	80.00	57.90	14.65	36.00	188.55
Stationery and supplies,	91.85	26.83	3.95	45.92	168.55
Machine supplies and repairs,	58.75	5.70	-	99.75	164.20
Rent,	2,499.96	670.00	650.00	350.00	4,169.96
Lighting,	177.00	18.39	7.10	5.00	207.49
Telephone and telegraph,	655.07	127.68	86.94	29.36	899.05
Advertising,	484.35	114.21	48.21	40.45	687.22
Cleaning materials,	80.09	24.07	9.30	28.41	142.37
Expressage and teaming,	9.65	12.64	4.10	3.56	29.95
Travel,	1.30	15.10	13.85	48.14	78.39
All other,	79.81	87.61	10.77	57.83	236.02
Salaries (inc. janitor service), . . .	14,111.46	3,704.18	1,372.87	878.05	20,066.56
Total,	\$18,842.14	\$5,063.03	\$2,399.38	\$1,752.24	\$27,956.79
Balance unexpended, . . . . .	. . . . .	. . . . .	. . . . .	. . . . .	1,843.21
Appropriation, . . . . .	. . . . .	. . . . .	. . . . .	. . . . .	\$29,800.00

CONCLUSION.

It will be noted from the above financial statement that of the appropriation of \$29,800 made for the maintenance of the State Free Employment Offices for the year ending November 30, 1913, there remained an unexpended balance of \$1,843.21. This was due principally to the fact that a sum included in the estimates for the year in anticipation of a much needed enlarge-

ment of the quarters for the Boston office was not used, inasmuch as satisfactory arrangements therefor could not be made before the close of the year. Plans for putting these into effect during the coming year have, however, now been concluded, in accordance with which additional floor space is to be secured, thus making possible a readjustment of departments and greatly improved facilities for handling the business of the office in the interest of its patrons.

The functions of these offices are undoubtedly susceptible of legitimate expansion in numerous fields of social welfare, such as the organization of special bureaus or departments for assisting persons handicapped in the struggle for a livelihood either through infirmities or old age, for affording youth of both sexes special knowledge concerning suitable fields of employment, for the distributing of newly arrived immigrants, and for securing more comprehensive data than is at present feasible as a basis for suggestive studies of the great problems of unemployment. But if it be desired to extend in this manner the field of usefulness of the Free Employment Offices, and to add to their number so that in time they shall be generally established throughout the Commonwealth, more adequate provision should be made for properly correlating their several activities and they should have the benefit of supervision by a competent person giving his entire time to the numerous problems which their maintenance and administration may suggest.

I respectfully submit, therefore, that careful consideration be given by the Legislature to the question as to whether the present form of administration should be continued, and the Director of the Bureau of Statistics, in addition to his increasing statutory duties in other directions, be required to further develop the free employment office system; or whether this jurisdiction may not be transferred, to the advantage of the service under the circumstances, and as has been suggested in recent proposed legislation, to an administrative board whose field of operation seems more closely and logically allied to the problems involved than is a department whose functions are primarily statistical.

CHARLES F. GETTEMY,

Director, Bureau of Statistics.

STATISTICAL TABLES.

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STATISTICAL TABLES.

TABLE I. — *Consolidated Summary of Business of the Four State Offices for the Year ending November 30, 1913, compared with 1912.*

CLASSIFICATION.	1913			1912	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1912)	
Applications from Employers,	-	-	32,437	29,686	+9.27
Individual Employers who Applied for Help, Persons Applied for by Employers, . .	- 24,634	- 14,596	10,516 39,230	9,457 36,834	+11.20 +6.50
Offers of Positions,	52,107	22,006	74,113	74,069	+0.03
Individuals to whom one Position only was offered,	17,405	5,163	22,568	21,580	+4.58
Individuals to whom more than one Position was offered,	9,068	3,621	12,689	12,882	-1.50
Total to whom Positions were offered, .	26,473	8,784	35,257	34,462	+2.31
Positions Reported Filled,	18,209	10,908	29,117	26,587	+9.52
Individuals for whom one Position only was secured,	9,060	3,358	12,418	11,589	+7.15
Individuals for whom more than one Position was secured,	2,806	1,612	4,417	4,122	+7.16
Total for whom Positions were secured, .	11,866	4,970	16,835	15,711	+7.15

TABLE II.—*Summary of Business of the Boston Office for the Year ending November 30, 1913, compared with 1912.*

CLASSIFICATION.	1913			1912	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1912)	
Applications from Employers,	-	-	23,001	21,995	+4.57
Individual Employers who Applied for Help, Persons Applied for by Employers,	16,889	10,067	26,956	26,749	+3.52 +0.77
Offers of Positions,	41,315	17,009	58,324	61,061	-4.47
Individuals to whom one Position only was offered,	13,596	3,765	17,363	17,709	-1.95
Individuals to whom more than one Position was offered,	7,543	2,729	10,272	10,857	-5.39
Total to whom Positions were offered,	21,141	6,494	27,635	28,566	-3.26
Positions Reported filled,	12,821	8,180	20,971	19,554	+7.25
Individuals for whom one Position only was secured,	7,032	2,492	9,524	8,979	+6.07
Individuals for whom more than one Position was secured,	2,158	1,299	3,457	3,237	+6.80
Total for whom Positions were secured,	9,190	3,791	12,981	12,216	+6.26

TABLE III. — *Summary of Business of the Springfield Office for the Year ending November 30, 1913, compared with 1912.*

CLASSIFICATION.	1913			1912	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1912)	
Applications from Employers,	-	-	7,127	5,910	+20.59
Individual Employers who Applied for Help,	-	-	2,376	2,085	+13.96
Persons Applied for by Employers,	6,221	3,008	9,229	7,845	+17.64
Offers of Positions,	8,867	3,505	12,372	11,077	+11.60
Individuals to whom one Position only was offered,	2,759	845	3,604	3,268	+10.28
Individuals to whom more than one Position was offered,	1,346	662	2,008	1,843	+8.96
Total to whom Positions were offered,	4,105	1,507	5,612	5,111	+9.80
Positions Reported filled,	4,396	1,929	6,325	5,392	+17.30
Individuals for whom one Position only was secured,	1,598	546	2,144	2,040	+5.10
Individuals for whom more than one Position was secured,	593	228	821	779	+5.39
Total for whom Positions were secured,	2,191	774	2,965	2,819	+5.18

TABLE IV. — *Summary of Business of the Fall River Office for the Year ending November 30, 1913, compared with 1912.*

CLASSIFICATION.	1913 ¹			1912	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1912)	
Applications from Employers,	-	-	1,480	1,781	-18.02
Individual Employers who Applied for Help, Persons Applied for by Employers, . .	- 1,063	- 803	550 1,956	552 2,340	+1.27 -12.06
Offers of Positions,	923	673	1,596	1,961	-18.66
Individuals to whom one Position only was offered,	310	174	484	603	-19.73
Individuals to whom more than one Position was offered,	66	72	140	183	-23.06
Total to whom Positions were offered, . .	376	246	624	786	-20.51
Positions Reported filled,	733	536	1,269	1,641	-22.67
Individuals for whom one Position only was secured,	196	118	314	570	-44.91
Individuals for whom more than one Position was secured,	41	55	96	166	-9.43
Total for whom Positions were secured, . .	237	173	410	676	-39.35

¹ Office closed during August.

TABLE V. — *Summary of Business of the Worcester Office from September 15 to November 30, 1913.*

CLASSIFICATION.	1913		
	Males	Females	Totals
Applications from Employers,	-	-	849
Individual Employers who Applied for Help,	-	-	521
Persons Applied for by Employers,	461	628	1,089
Offers of Positions,	1,002	820	1,822
Individuals to whom one Position only was offered,	738	379	1,117
Individuals to whom more than one Position was offered,	111	158	269
Total to whom Positions were offered,	849	537	1,386
Positions Reported filled,	259	293	552
Individuals for whom one Position only was secured,	234	202	436
Individuals for whom more than one Position was secured,	13	30	43
Total for whom Positions were secured,	247	232	479

TABLE VI. — *Summary of Each Office, Showing Volume*

CLASSIFICATION.		Working Days.	Number of Applications from Employers
1	Boston:		
2	Males,	303	—
3	Females,	303	—
4	Total,	303	23,001
5	Springfield:		
6	Males,	304	—
7	Females,	304	—
8	Total,	304 ¹	7,127
9	Fall River:		
10	Males,	278	—
11	Females,	278	—
12	Total,	278 ¹	1,400
13	Worcester:		
14	Males,	64	—
15	Females,	64	—
16	Total,	64 ²	849
17	Consolidated Totals for Four Offices:		
18	Males,	—	—
19	Females,	—	—
20	Total,	—	32,437

TABLE VII. — *Consolidated Summary by Months at All of the Offices, Showing*

MONTHS.		Working Days	Number of Applications from Employers
1	December, 1912.	25	2,097
2	January, 1913.	27	2,072
3	February,	23	1,898
4	March,	26	2,883
5	April,	25	3,391
6	May,	26	3,320
7	June,	24 ¹	3,120
8	July,	26	2,510
9	August,	28 ²	2,284
10	September,	25 ²	3,551
11	October,	26	3,101
12	November,	24	2,210
13	Totals,	303	32,437

¹ Springfield and Fall River offices had 25 working days in June.

of Business for the Year ending November 30, 1913.

Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED		POSITIONS FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
16,889	55.74	41,318	136.35	12,821	42.31	75.91	1
10,067	33.22	17,009	56.14	8,150	26.90	80.96	2
26,956	88.96	58,324	192.49	20,971	69.21	77.80	3
6,221	20.46	8,867	29.17	4,396	14.46	70.66	4
3,008	9.89	3,506	11.53	1,929	6.35	64.13	5
9,229	30.35	12,372	40.70	6,325	20.81	68.53	6
1,063	3.82	923	3.32	733	2.64	68.96	7
893	3.21	672	2.42	536	1.93	60.02	8
1,956	7.03	1,595	5.74	1,269	4.57	64.88	9
461	7.20	1,002	15.66	259	4.05	56.18	10
628	9.81	820	12.81	293	4.58	46.66	11
1,089	17.01	1,822	28.47	552	8.63	50.60	12
24,634	87.22	52,107	184.50	18,209	63.46	73.92	13
14,596	56.13	22,006	82.90	10,908	39.76	74.73	14
39,230	143.35	74,113	267.40	29,117	103.22	74.22	15

Volume of Business for the Year ending November 30, 1913 — Both Sexes.

Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED		POSITIONS FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
2,468	98.72	5,041	201.64	1,829	73.16	74.11	1
2,329	86.26	5,208	192.89	1,891	70.04	81.19	2
2,374	103.22	4,873	211.87	1,845	80.22	77.72	3
3,428	131.85	6,781	280.81	2,495	95.96	72.78	4
4,126	165.04	7,801	304.04	3,060	123.20	74.65	5
4,158	159.92	7,312	281.23	2,989	114.96	71.89	6
3,794	156.17	6,906	280.99	2,878	118.54	75.86	7
3,008	115.69	5,561	213.88	2,369	87.27	75.43	8
2,817	108.35	5,247	201.81	2,172	88.54	77.10	9
4,306	184.36	7,582	316.67	2,891	119.10	67.15	10
3,777	145.27	7,014	280.77	2,769	106.50	73.31	11
2,646	110.25	5,087	211.96	2,009	83.71	75.93	12
39,230	143.35	74,113	267.40	29,117	103.22	74.22	13

* Fall River office closed during August.

* Worcester office opened September 15, 1913.

TABLE VIII. — *Positions Secured at the Four Offices, Classified*

	CLASSIFICATION.	BOSTON			SPRINGFIELD		
		Males	Fe- males	Total	Males	Fe- males	Total
1	Agricultural pursuits,	761	1	762	937	7	944
2	Professional service,	43	4	47	9	-	9
3	Domestic and personal service, . .	4,700	6,323	11,023	1,951	1,715	3,666
4	Trade and transportation,	3,866	659	3,525	489	37	516
5	Manufacturing and mechanical pur- suits.	4,355	1,156	5,411	995	180	1,175
6	Apprentices,	187	7	194	15	-	15
7	Totals,	12,831	8,150	20,971	4,396	1,929	6,325

by Sex and Occupation, for the Year ending November 30, 1913.

FALL RIVER			WORCESTER			FOUR OFFICES			
Males	Fe- males	Total	Males	Fe- males	Total	Males	Fe- males	Total	
11	-	11	54	-	54	1,763	8	1,771	1
-	-	-	1	-	1	53	4	57	2
585	527	1,112	72	197	269	7,317	8,762	16,079	3
11	2	13	42	7	49	3,406	695	4,103	4
126	7	133	85	81	166	5,461	1,424	6,885	5
-	-	-	5	8	13	207	15	222	6
733	536	1,269	259	293	552	18,209	10,908	29,117	7

SECTION 2. The director of said bureau shall appoint for each of the offices provided for in the preceding section a superintendent who shall, under the direction of said director, perform the duties hereinafter set forth or such as he may require. The director may also appoint an assistant superintendent and such clerks as he may deem necessary for the proper conduct of the business of said employment offices. The furniture and fixtures of said employment offices shall be provided by the sergeant-at-arms in the manner and under the restrictions specified in section four of chapter ten of the Revised Laws for buildings or parts of buildings leased to the commonwealth. The location of each office established under the provisions of this act shall be plainly indicated by a proper sign or signs.

SECTION 3. The superintendents of said employment offices shall receive applications from those seeking employment and from those desiring to employ, and shall register them in such manner as may be prescribed by the director of said bureau, and shall take such other action as the director may deem best to promote the purposes of said offices.

SECTION 4. No fees, direct or indirect, shall in any case be taken from those seeking the benefits of said employment offices. Any superintendent or clerk who directly or indirectly charges or receives any fee in the performance of his duties shall be punished by a fine of not more than one hundred dollars or by imprisonment in jail for a term not exceeding thirty days, and shall be disqualified from holding further connection with said office.

SECTION 5. In registering applications for employment and for employees wanted, preference shall be given to residents of the commonwealth.

SECTION 6. Each superintendent shall make to the director of said bureau such reports of applications for labor or employment and of other details of the work of his office as the director may require. The director shall cause reports showing the business of the several offices to be prepared at regular intervals and to be exchanged among the said offices, and shall supply them to the newspapers and to citizens upon request; and the several superintendents shall cause such reports to be posted in a conspicuous place in their offices so that they may be open to public inspection.

SECTION 7. There shall be allowed and paid out of the treasury of the commonwealth, upon the approval of the director of the bureau, for salaries and for contingent expenses in connection with the establishment and maintenance of free employment offices as herein provided for, such sum as the general court may annually appropriate therefor. The annual salary of the superintendents and of such clerk as may be appointed in each office to act as chief clerk or assistant superintendent shall be fixed by the director of said bureau subject to the approval of the governor and council.

SECTION 8. The director of the bureau of statistics is hereby authorized to furnish weekly to the clerks of all cities and towns in the commonwealth printed bulletins showing the demand for employment, classified by occupations to such extent as may be practicable and indicating the city or town in which the employees are wanted. Such information shall be based upon the applications for employees made at the free employment offices under the jurisdiction of said bureau.

SECTION 9. Every city and town clerk shall post the lists received as aforesaid in one or more conspicuous places in the city or town. A city or town clerk who fails to comply with the provisions of this section shall be punished by a fine not exceeding ten dollars.

PUBLICATIONS OF THE BUREAU OF STATISTICS.

This Bureau now issues four separate annual reports relating respectively to:

(a) The Statistics of Labor (Pub. Doc. 15).

Containing statistical and other information relating especially to labor affairs.

(b) The Statistics of Manufactures (Pub. Doc. 36).

Containing statistics of capital invested, materials used, wages paid, value of product, etc.

(c) The Statistics of Municipal Finances (Pub. Doc. 79).

Containing statistics pertaining to the cost of municipal government in Massachusetts, revenue, maintenance, interest payments, and municipal indebtedness.

(d) The State Free Employment Offices (Pub. Doc. 80).

Containing statistical tables and descriptive matter relative to the work of the offices maintained under the jurisdiction of this Bureau in Boston, Springfield, Fall River, and Worcester.

Besides these annual publications the Bureau issues from time to time:

(a) The Labor Bulletin.

Containing statistical and other information relating to matters affecting labor and the condition of the wage-earning population.

(b) The Municipal Bulletin.

Containing matter relating to municipal affairs, especially finances, and intended to promote a sound and efficient administration of city and town government in Massachusetts.

(c) The Decennial Census.

The Decennial Census of the Commonwealth for 1905 was published complete in four volumes: now out of print.

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Public Document

No. 80

The Commonwealth of Massachusetts

BUREAU OF STATISTICS

CHARLES F. GETTEMY, Director



EIGHTH ANNUAL REPORT

ON THE

STATE FREE EMPLOYMENT OFFICES

FOR THE YEAR ENDING NOVEMBER 30

1914



BOSTON
WRIGHT & POTTER PRINTING COMPANY
STATE PRINTERS
1915

MASSACHUSETTS BUREAU OF STATISTICS

Rooms 250-258, State House, Boston

The Bureau is organized into five permanent divisions: 1. The *Administration Division*, charged with duties supervisory in relation to the several divisions; 2. The *Labor Division*, engaged in the collection and tabulation of statistical and other information relating to matters affecting labor and the condition of the working people, as well as questions of general economic and social interest; 3. The *Manufactures Division*, which collects and tabulates Statistics of Manufactures; 4. The *Municipal Division*, which collects and tabulates Statistics of Municipal Finances; 5. The *Free Employment Offices Division*, embracing the administration of the State Free Employment Offices, of which there are four, located respectively at 8 Kneeland Street, Boston; cor. Water and Worthington Streets, Springfield; 182 Bank Street, Fall River; and 48-52 Green Street, Worcester. During the period of taking and compiling the Census a sixth, the *Census Division*, is organized.

The functions of the Bureau and the duties of the Director are summarized in Section 1 of Chapter 371 of the Acts of 1909, entitled "An Act to Provide for a Bureau of Statistics," as follows:

SECTION 1. There shall be a Bureau of Statistics, the duties of which shall be to collect, assort, arrange, and publish statistical information relative to the commercial, industrial, social, educational, and sanitary condition of the people, the productive industries of the Commonwealth, and the financial affairs of the cities and towns; to establish and maintain free employment offices as provided for by chapter four hundred and thirty-five of the acts of the year nineteen hundred and six and amendments thereof; and to take the Decennial Census of the Commonwealth required by the Constitution and present the results thereof in such manner as the General Court may determine.

FREE EMPLOYMENT OFFICES.

The law governing the establishment of Free Employment Offices was originally Chapter 435 of the Acts of 1906, which, with subsequent amendments, was included in Chapter 514 of the Acts of 1909 entitled, "An Act to codify the Laws relating to Labor," approved by the Governor on June 18. The sections of this act relating to Free Employment Offices are 1 to 9, inclusive and are as follows:

SECTION 1. There shall be established and maintained, under the care and direction of the director of the bureau of statistics, in such cities as may be selected after proper investigation by said director, and with the approval of the governor and council, employment offices for the purpose of bringing together those who seek employment and those who desire to employ.

The Commonwealth of Massachusetts

NINTH ANNUAL REPORT

ON THE

STATE FREE EMPLOYMENT OFFICES

FOR THE YEAR

1915

BY

THE DIRECTOR OF THE BUREAU OF STATISTICS



BOSTON

WRIGHT & POTTER PRINTING CO., STATE PRINTERS
32 DERNE STREET

1916

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**APPROVED BY
THE STATE BOARD OF PUBLICATION.**

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NINTH ANNUAL REPORT ON THE STATE FREE EMPLOYMENT OFFICES.

INTRODUCTION.

The Ninth Annual Report on the State Free Employment Offices covering the year ending November 30, 1915, is submitted herewith. These offices are located, respectively, at Boston, Springfield, Worcester, and Fall River. During the nine years since the first office was opened in Boston, nearly 200,000 positions, according to our records, have been filled by the several offices. During the past year 14,491 positions have been found for 8,416 persons by the Boston office and an aggregate of 26,689 positions for 14,304 persons by the four offices. Since the opening of the Boston office, it has had the patronage of a total of 30,804 employers, of whom 2,262 applied to the office for help for the first time during the past year. The Springfield office added 1,147 new employers to its list in 1915, bringing its total up to 8,382; the Fall River office added 124, bringing its total to 2,826; and the Worcester office, which was opened in the fall of 1913, placed 2,234 new employers on its list during the past year, making its total 3,469. The four offices, therefore, have had applications for help from an aggregate of 45,481 employers, of whom 5,767 used them for the first time in 1915. These figures measure as accurately as can be done by a statistical record, the service rendered by the State Free Employment Offices alike to employers and those seeking employment. The number of positions filled since the system was established is shown by years in the following table:—

1907,	15,510
1908,	14,955
1909,	17,741
1910,	20,574
1911,	21,158
1912,	26,587
1913,	29,117
1914,	24,710
1915,	26,689

Total for 9 years, 197,041

The positions reported filled by all the offices during the year may be broadly classified as follows:—

OCCUPATIONS.	Males	Females	Totals
Agricultural pursuits,	1,798	—	1,798
Apprentices,	166	6	172
Domestic and personal service,	6,270	9,925	16,195
Manufacturing and mechanical pursuits,	4,631	1,631	6,262
Professional service,	28	8	36
Trade and transportation,	1,697	435	2,132
Other trades,	63	31	94
Totals,	14,653	12,036	26,689

The consolidated summary of the business of the four offices since the establishment of the Boston Office December 3, 1906, is given below:—

CLASSIFICATION.	YEAR ENDING NOVEMBER 30									Total
	1907 ¹	1908	1909	1910	1911	1912	1913 ²	1914 ³	1915 ⁴	
Offers of positions,	46,853	32,654	41,540	51,082	58,172	74,089	74,113	53,858	51,580	483,941
Positions reported filled,	15,510	14,955	17,741	20,574	21,158	26,587	29,117	24,710	26,689	197,041
Persons furnished employment,	10,707 ⁴	9,093	11,166	12,292	13,205	15,711	16,835	13,644	14,304	116,957
Persons applied for by employers,	35,563	18,980	23,817	28,354	30,632	36,834	39,230	31,565	33,906	278,881

¹ The figures for 1907 are for a full 12 months for the Boston office, three months only for the Springfield office and two months only for the Fall River office.

² The figures for 1913 are for a full 12 months for the Boston and Springfield offices, 11 months for the Fall River office (this office having been closed during August) and two and one half months for the Worcester office.

³ The figures for 1914 and 1915 are for a full 12 months for the Boston, Springfield and Worcester offices, and 11 months for the Fall River office (this office having been closed during August).

⁴ This figure is for the Boston office only.

That the general conditions surrounding the matter of employment have shown improvement for the year ending November 30, 1915, over those prevailing during the preceding year, is quite apparent from these figures, as also from the personal reports of the Superintendents printed elsewhere in this report. It was necessary a year ago to record the somewhat disquieting fact that the number of positions reported filled, the number of persons furnished employment, and the number of persons applied for by employers was less for the four offices in the aggregate than during the year 1913. The extent of the recovery may be seen by a comparison of the above figures for the years 1913, 1914, and 1915, from which it is noted that the number of positions reported filled increased during the past year over 1914 by 1,979, or 8.0 per cent; that the number of persons who have been furnished employment increased 660, or 4.8 per cent; and that the number of persons applied for by employers has increased 2,341, or 7.4 per cent. These aggregate increases, however, are due to the Springfield and Worcester offices, both the Boston and Fall River offices showing a decrease from 1914; but while the recovery in conditions as reflected by none of the offices is complete if compared with the conditions prevailing in 1913, the trend is seen to be distinctly toward the more normal conditions prevailing prior to the latter year, and to this extent should certainly be encouraging.

Probably there is no greater economic problem confronting society to-day than that of unemployment, and there appears to have been during the past two or three years an acceleration of effort to grapple with the subject by devising something approaching a comprehensive plan. This is seen in the investigations and literature of the American Association for Labor Legislation, the creation of national and state associations for dealing with the subject, and the attempt being made by the Department of Commerce and Labor of the federal government to correlate the activities of the various public offices managed by states and municipalities.

This agitation and discussion of measures intended to reduce the amount of unemployment and minimize its depressing features seem inevitably and quite naturally to raise the question

as to whether the service rendered by the public employment office system may not be expanded to advantage. In this connection a statement has recently been made¹ which seems to make pertinent in this place some observations with respect to the internal administrative policy of the Massachusetts offices. It is asserted that "in estimating the potential efficiency of these agencies it is important to realize that—

1. Little or no effort is made to solicit opportunities for work among employers.

2. A negligible amount of advertising is done.

3. No interpreters are employed although 33 per cent of applicants are foreign.

4. All applicants for work are not registered, so that there is no way of estimating the number unemployed.

5. No arrangement is made either to loan money for fares or to get employers to advance it."

While these are partially correct statements of fact, it does not follow that they all necessarily represent defects of organization which call for remedy. Several of these suggestions are discussed from the standpoint of one who has first hand knowledge and practical experience in the report of the superintendent of the Boston office given below. The total cost of maintaining the State Free Employment Offices for the year ending November 30, 1915, was \$33,420.51, practically all of which (with perhaps the exception of the expenditure for advertising \$528.24) was for fixed charges. The amount available by appropriation was \$35,500 and there was accordingly a balance of \$2,079.49 unexpended at the end of the year, due chiefly to the fact that the duties of the Superintendent of the Boston office during a vacancy which occurred early in the year were performed for several months by the Assistant Superintendent without extra pay, and that when the latter was promoted to the superintendency, we decided that the office of assistant superintendent, which carried a salary of \$1,500, could be abolished without embarrassment to the service, and this was accordingly done. It would not have been difficult to have used the amount thus saved for other purposes, but it did not seem

¹ *Why Labor Exchanges*, Bulletin No. 1, November, 1915, of the Massachusetts Committee on Unemployment.

to me to be good judgment to take advantage of such a situation to embark upon plans of expansion not contemplated when the appropriation was made, which, if they were to be effectively maintained, would necessitate an increased annual appropriation; and to employ agents to solicit opportunities for work among employers, to employ interpreters on the office staff, to expend more money for advertising, to evolve a more complete system of registering applicants for employment with the additional clerical force which this would necessitate, and to adopt the very questionable expedient of providing a fund with which to furnish applicants for work with transportation to prospective places of employment, would obviously involve a considerable additional tax upon the treasury of the Commonwealth.

If our policy in these matters has been too conservative, it is due partly to my opinion, — based upon careful consideration of the questions involved and the results of experiments already tried out and abandoned, — that no appreciable increase in efficiency of service would result from the adoption of the measures referred to; and partly to a doubt as to whether such an expansion of administrative functions should be undertaken without specific statutory authorization. It is hardly necessary to add, however, that the management of the State Free Employment Offices is at all times open to constructive suggestions from any quarter which are intended to make for the improvement of the service, and if the Legislature desires to place at the disposal of the department the means necessary to carry out measures which have not already been made the subject of trial and discontinued as unpractical, it may be assured that we shall be glad to attempt the same with entirely open minds.

From October 15, 1914, to April 29, 1915, the Superintendent of the Boston Office, Mr. Walter L. Sears, was under leave of absence without pay, it having been possible because of the slackening of business to grant him this privilege as the result of requests on the part of the municipal authorities of New York to assist in establishing and organizing a public municipal bureau in that city; and his services in that connection led ultimately to his permanent appointment as superintendent of the New York bureau, whereupon he formally resigned the

superintendency of the Boston office. Mr. G. Harry Dunderdale, who had been assistant superintendent of the Boston office since it was opened in 1906 and who had acceptably performed the duties of superintendent during Mr. Sears's absence, was appointed superintendent on May 1, 1915.

Although Mr. Sears had not been actively connected with the Boston Free Employment Office for fourteen months prior to his untimely death on December 15 last, he had been so closely identified not only with the development of the Massachusetts system of free employment offices, but with the movement throughout the country, that it seems fitting that his labors for this cause should be the subject of formal notice in this place. What he accomplished and represented cannot be better stated than in the following tribute which appeared in the editorial columns of the Boston Globe on December 17, 1915: —

The death of Walter Lincoln Sears of the employment bureau of New York City is a loss to the country, as well as to New York. Born in Boston, Mr. Sears found his life work in the bad industrial year 1893, when the State House was almost stormed by an army of the unemployed. Mr. Sears, then a member of the Common Council, realized that the answer to the demand for work was not to be found in a larger police force or in additions to the municipal lodging house. He saw that the community must do its share toward finding work for those who wanted it. The rest of his story is in the history of a movement.

After 12 years of investigation and agitation, the Legislature established a State employment bureau and made Mr. Sears its head. Last year New York City borrowed him for 60 days to organize a bureau there. New York never let him go. At the time of his death he had just completed a federation of the public employment bureaus of the United States and Canada.

Mr. Sears was a shining example of a man who, when met by a great need, let himself remain open to its pain, until he saw a way to help. He discovered in other lands a big movement in answer to this need. Entering this movement, he found himself carried away. His work for the employer and for jobless men and women was one of the chief American beginnings of a system which will one day solve the problem of labor distribution in this country, along the same scientific lines as those which the Germans have employed to keep their people busy and their industrial machinery in motion. Mr. Sears knew a big thing when he saw it.

THE BOSTON OFFICE: 8 Kneeland Street.

G. HARRY DUNDERDALE, *Superintendent.**Summary of Business from December 3, 1906, to November 30, 1915.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30										Total
	1907	1908	1909	1910	1911	1912	1913	1914	1915		
Offers of positions, . . .	44,876	24,445	32,432	41,630	47,688	61,051	58,324	37,117	30,532	378,095	
Positions reported filled, . .	14,480	9,941	13,034	15,478	15,806	19,554	20,971	15,724	14,491	139,479	
Persons furnished employment,	10,707	6,535	8,327	9,262	10,112	12,216	12,981	9,148	8,416	87,704	
Persons applied for by employers,	33,696	12,825	17,404	21,425	22,816	26,749	26,956	19,453	17,847	199,171	

The Superintendent of the Boston office submits a review of its business during the past year, together with certain other incidental suggestions, as follows: —

The depression which characterized the year 1914 continued through seven months of the present year (1915). During these seven months the demand from employers for help showed a decrease ranging from 26 to 49 per cent, as compared with the corresponding seven months of 1914 which was also a bad business year. In July of this year the decrease in the demand for help fell to 8 per cent, and the remaining months show that the depression is about broken, but with business far from normal, and we record an increase of from 9 to 100 per cent in the demand for help. In the number of positions reported filled, the decrease during the first seven months is in line with the demand for help, as the decrease ranges from 21 to 49 per cent up to July, when the decrease fell to 12 per cent and the balance of the year shows an increase of from 14 to 93 per cent.

The beginning of the year found the general public awakening to the fact that there were thousands of men, women, boys and girls out of work without a possibility of finding positions for themselves. The churches, philanthropic and fraternal societies were importuned by their members to furnish practical aid, and nearly every society had unemployment committees appointed for the purpose of trying to place their unemployed at work. Notwithstanding this extraordinary effort to secure work for the unemployed in all walks of life, the average daily attendance in the Boston office was in the vicinity of from 2,000 to 2,500 people daily. The result of the efforts of these committees seems to have been to have placed a number of people in temporary positions as was noted in our monthly market letter issued on February 2 showing the work of the office for the month of January which reads: "The unskilled men's department has a shade better business than in December, 1914. Our figures show an in-

crease of 39 per cent in the demand for help, also an increase of 68 per cent in the number of positions reported filled. Most of this increase, however, is for temporary work, and no doubt is the result of the activity of the various committees in securing work for the unemployed."

It is only fair, however, to state but that for the manufacture of munitions, boots and leather goods, textiles, and other materials used by the belligerent armies in Europe, the business situation of the past year would have been much more severe, and that additional thousands would have been numbered among the already vast army of unemployed. As it was, however, men who were skilled in the trades were unable to secure work at their calling, and were anxious and willing to take up any work that would bring in some return so that they could provide food for their wives and children, thereby causing a still heavier strain upon the unskilled labor market.

Every year the free employment offices continue, the stronger they become as a public necessity, and their influence continues to extend both among the employers as well as the unemployed. This year we have to our credit 2,262 new employers, and if the employers will take notice, that by telephoning Oxford 2960, orders will be taken and filled with good judgment. The advantages of a free employment office are manifold. It is a haven of refuge to the disheartened man or woman out of work, as there is a possibility of securing work in or out of the city even if it is of a temporary nature, or something they had not thought of doing. It enables an employer to secure quickly the class of help he wants, while the employee can find out without loss of time, what work is open that he can do without having the old time heart-breaking and nerve-racking task of tramping from one section of the city to the other in a blind hunt for something of which he is not sure. Many times during the recent depression of business hundreds of applicants for employment have been sent to us by committees, philanthropists, social workers, and others, with the expectation that we might be able to do something for them. The applicants come to the office confident they will get a job of some sort, but when we are unable to get them anything their disappointment is expressed in some instances in very forceful language, and sometimes the expression on their faces shows the terrible disappointment they feel.

PUBLIC EMPLOYMENT OFFICES DO NOT CREATE EMPLOYMENT.

It is a popular error among many people that the establishment of an employment office means in some way an increase in opportunities for employment, and that the office has always on hand a job that will suit their particular condition. It should be remembered that a State employment office deals with but one phase of the unemployment problem. If people are out of work because work cannot be obtained, then the office cannot render any efficacious aid. Neither can it aid if men are idle because they are unable or unwilling to work, or if unskilled men are idle

when only skilled men are required; but if men with certain qualifications are idle at a time when employers are looking for men with those qualifications, — then a State office can be of great service.

The work of a free employment office is at no time easy, even when business is normal, but during a period of business depression, such as the one we have just passed through, the difficulties of satisfying and appeasing the men and women out of work are enormous. Applicants anxious and willing to work are insistent upon getting something to do, and are willing to turn their hands to anything, when they cannot get a job at their particular trade or calling. When a man sees his fellow searcher for work secure a job, and when his turn comes to talk to the clerk and he finds there is nothing open that he can fill, it is only human nature for him to be disappointed, and insist that he can do anything. Then the tact and diplomacy of the clerk is put to the test, and he has to convince the applicant, whether man or woman, that we are interested in the case and will do our utmost to place them when the opportunity arrives; and it is just at this point that the clerk has to be careful that his sympathies do not run away with his judgment. Business is not philanthropy. When an employer makes application to the office for a man to do a certain kind of work, he expects to be provided with one who is capable and knows how to do it, and if such a man is not sent to fill the place, the employer will quickly send to another office where his wants will be attended to satisfactorily. It is imperative that the wants of the employer be satisfied, as without the co-operation of the employer, there could be no employment office.

SUPPLYING APPLICANTS FOR WORK WITH CAR FARES.

Again, there might be a position which the applicant could fill, but it is out of town, and the applicant is without funds. The latter has no means of getting there and is, therefore, obliged to let the job go to some one who can pay the car fare. This may seem to some to be a case of injustice, but practical experience for years in dealing with all classes of people has shown that when the car fare has been provided by the employer, and the man or woman sent out has been escorted to the depot and placed on the train, they many times fail to reach the designated place. This plan has proven so very unsatisfactory both to the employer and the office that it has been discontinued as much as possible. Experience has shown that the best method is to have the employer come to the office, if possible, engage his help in person, and take them away with him.

Some people are of the opinion that the State should annually appropriate a certain amount of money so that an applicant for employment could be sent to a position out of town. No doubt this seems a very easy way out of a very troublesome difficulty, but an analysis of the facts brought out by actual experience shows such a proposition to be entirely impracticable. When the general public becomes aware that the State will provide car fares for those without funds, the number of this class of

applicants would gradually increase, and no matter what safeguards were placed around the fund, fraud of some kind or other would surely be used to secure money in this way, and many times we would find that the party never had any intention of going to the place. It would also be an incentive for the unworthy and the unscrupulous to use the office if they thought they could obtain some money by doing so. Again, the task of keeping track of such money loaned, would entail a considerable amount of labor and necessitate an increase in the clerical force of the office. While such a plan might work admirably for a few of the applicants of the office, the effect upon the majority, in my opinion, would be detrimental as having a tinge of charity. I believe that fully 90 per cent of the people who now make application for employment are self-respecting and self-reliant men and women, who have been thrown into the great army of the unemployed through no fault of their own, and if they thought that the office was dispensing charity, they would refrain from visiting it, and their places would be taken, as indicated, by a much less worthy class. The establishment of the Free Employment Office by the State was for the purpose of benefiting the citizens in their search for work without paternalism.

REGISTERING ALL APPLICANTS FOR WORK.

Some comment has been made by persons interested in unemployment because the Free Employment Offices have not evolved a plan for registering all applicants for work, so as to give an estimate of unemployment. This is a question which has been given considerable study and thought for ten years. At the commencement of the second year of our establishment, December 1, 1907, the Boston office registered every person making application for work on a specially prepared slip, under the following rule: — "The Employees' Application slip must be made out for each employee who applies for work for the first time, whether there is any position or not. So long as he remains out of work from the time the first application was made, one application slip will be enough. If he obtains employment in the meantime and then becomes unemployed, another application slip should be made out. This slip is intended to obtain a record of all individuals who call at the office seeking work, and care must be taken to prevent duplication and to obtain as nearly as possible a correct statement of the labor supply." This rule was carefully enforced with the result that the number of separate slips recording applications for employment in the Boston office was as follows: —

1908,	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	46,563
1909,	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	31,820
1910,	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	35,181
1911,	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	40,114
1912,	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	43,158

At the end of the year 1912, that is, after a full five years' trial of this statistical experiment, the use of the slip was discontinued, as unreliable

and misleading, since it did not record faithfully what it intended to. It was found after careful investigation that men and women would call at the office and slips would be made out, though in a number of cases the applicants after finding work, sometimes for one, two, or three days, or a week would again call at the office and say they had not worked. The reason for making this statement was that the applicants were of the opinion that if they said they had done no work since the last slip was made out, a more decided effort on the part of the clerks would be made to give them a job on account of the length of time the slip showed they had been out of work.

Many hours of thought have been given to this question, and it seems to us who have studied it almost impossible to secure by such a method even approximately a reliable or correct census of unemployment in a large city. We might take count of every person calling at the office and asking for work, but in a number of instances one person might make application three or four times in one day. Again, many people enter the office, read the posted list of opportunities open, and leave again without even going to the desk and asking to be registered. We also found a number of applicants for work who were employed, but who wanted to secure better positions. Again, especially among laborers and casual workers, a man would register under one name on one day, and give another name a day or two later. It was also taken into consideration that applicants for work would visit our office the first thing in the morning, and if they did not secure employment would make the rounds of the other employment offices, and if unsuccessful, would return again to our office. Of course, it is essential for an employment office to have some knowledge of conditions as respects unemployment, even if the amount be somewhat uncertain, and the method we are now trying, and one which we think will give us approximate information, is to take the number of persons applying at the desk on one day in the week. This is kept on file and together with the number of orders received, and the number of people wanted, makes a kind of barometer which gives some idea of the unemployment market. But we believe that to attempt to register definitely all applicants is not feasible.

CANVASSING EMPLOYERS.

People who are interested in the work of our office and in the question of unemployment, frequently ask: "Why do you not have solicitors on the road to drum up trade, the same as the private agencies?" The reply invariably given is that up to the present time we have relied solely upon the service we give to the employers to retain their patronage, and our plan seems to meet with considerable approval, as over 3,000 employers have been satisfied with the service rendered, and have called on the office whenever they have been in need of help during the past year. It has been our practice not to trouble about the private agencies, or to enter into competition with them as we are not interested in them. Our time and energies are devoted to satisfying the demand of the employers and the general

public in as efficient a manner as we possibly can. We are of the opinion that the Legislature when it passed the act establishing Free Employment Offices had in mind the benefit we could be to those who were unemployed and were unable to patronize the private agencies on account of the fees, etc., and it is to this end we are directing our energies.

THE WORK OF THE VARIOUS DEPARTMENTS.

The Men's Unskilled Department.

For the first seven months of the year, the men's unskilled department of the Boston office was handicapped with a lack of orders, also with a large number of skilled mechanics, who, not being able to secure work at their own trade were willing to turn their hand to anything that would enable them to provide for their dependents. The number of people called for during the first four months showed a decrease of from 63 to 68 per cent from the same months in the previous year. In the next three months the records show a decrease of from 43 to 49 per cent. The month of July showed the demand was about the same as last year while the remaining months show an increase over last year. Since last July, owing to large numbers of Italian reservists leaving Boston and vicinity for their fatherland, there has been a considerable call for laborers of that nationality. We have received calls from contractors who in the past have always felt secure in having a number of these laborers on hand steadily, but who have been obliged to look elsewhere for men in order to fulfill their contracts.

The demand for able bodied laborers of all kinds has been very heavy, and the supply is exceedingly small at the present writing. There are several hundred men who can do light laboring work, such as porters, janitors, choremen and the like, but who are unfitted for heavy manual labor. A very difficult question which arises in this department, is as to the line of demarcation between skilled and unskilled labor. The calling of a cook is listed as unskilled. It is generally conceded that it does not take much skill to fry an egg or a steak, but the title of cook embraces a chef in hotels, clubs, or restaurants, pastry and meat cooks, which places have to be filled with persons of exceptional skill. Again, the vocation of a teamster, — any young man or boy can drive a grocery wagon, but it requires a man of nerve and skill in crowded streets to handle a two, three, or four horse hitch. There is also the occupation of gardener, — it requires very little skill to run a lawn mower or to look after a small garden, or to assist in a hot house, but when it comes to a landscape gardener or a man to take charge of a hot house, then it requires a man of exceptional skill and ability. All these trades are listed as unskilled, and in looking over the number of men in this department who have secured positions, it is misleading to assume they are only laborers or casual workers. In many instances, and nearly all of them I might say, these men are skilled in their line of work. In fact it is an exceedingly difficult thing to get em-

ployers to engage a man to do window cleaning, taking up and beating carpets, or a kitchenman, dishwasher or janitor, who has not had some previous experience.

The Men's Skilled Department.

Business in the skilled men's department during the first months of the year was as dull as in the other departments, with the difference that the depression did not last as long. In February the demand for machinists of all kinds began to come in, and has continued to dominate the department up to this time of writing. This is due to the placing of large orders for munitions of war, and the demand for help in this line of business has caused a return to more nearly normal conditions than has characterized this industry since 1913. In fact we have experienced great difficulty in filling this demand, especially for calls from out of the city, and at this time efficient workmen in this industry are exceedingly scarce. Calls for help in the building and printing trades constituted a large percentage of our demand, and the working conditions being right, we have been able to supply this, although a large seasonable demand for tinsmiths and sheet metal workers has at times been in excess of the supply.

An increase in the number of orders for factory hands, boot and shoe workers, and in season custom tailors and garment workers is noted, but the demand for clerks, stenographers and bookkeepers is and has been very quiet, although in this connection it might be well to state that whenever we have had occasion to advertise for persons to fill what opportunities we have had in this line, the applicants have been of a high grade. We have had more demand for textile operatives this year than for some time past, and in nearly every instance these have been filled.

The Boys' Department.

The boys' department, which gives some attention to vocational guidance, is one of the most important in the office. Nearly every morning brings its line of from 75 to 125 boys of all kinds, — many of whom are indifferent whether they get a job or not; but in the line are others who are anxious and willing to get a job where there is a chance for promotion. A number of these boys have just left school; and are delighted at what they consider a release from bondage to liberty. They generally apply for work with characteristic thoughtlessness, and they do not care what they do as long as they receive comparatively high wages. Their whole being seems to be centered in the present, and they give no thought to the future. They are only looking for the money they can get now and the good times they can get out of it. This is the reason why we see so many boys engaged in what is known as "blind-alley occupations," in which very little increase in wages can be secured, as when they have worked a year or so and ask for an increase the employer discharges them and employs another boy at the wages the first boy began with.

As in all other classes of society there are exceptions, and it is so with boys. The boy who sets out to get a job and be somebody is quickly noted by the watchful clerk in charge of the department, and is told to come in again later when the clerk will have an opportunity to have a chat. Then when they meet again the clerk, by dint of easy questioning, soon ascertains the amount of education the boy has acquired, the studies which he liked best at school, and which attracted his attention the most; what his home environments are, and what kind of work he would choose if the opportunity offered. These and other questions tend to bring out what the boy really desires to be. Then an effort is made to place the boy in a job which will please and suit him. It is a grave mistake to place a boy at a permanent job which is distasteful to him, for no matter how long he works at it he will always be a misfit, and you cannot get the best that is in him. Give a boy a chance at some kind of work which interests him, and he will make a good mechanic or workman, and a good citizen.

This department during the last two years has been greatly affected by the laws regarding the employment and school attendance of minors. Boys between the ages of 14 and 16 are required to attend continuation school four hours weekly during their working hours; they may not be employed more than 8 hours a day nor about certain kinds of machinery. The result is that the employers who formerly employed boys of 14 have changed their attitude and are now employing boys of 16 years and over and paying them better wages, so as to be free from most of the encumbrance placed upon minors under 16 years, by law. It is safe to say that less than 3 per cent of our placements of boys are under 16 years. Owing to the depression in business during the year the number of positions reported filled is about 12 per cent less than the previous year, but since last September there has been a considerable increase, and the indications are that with continued prosperity this department will grow in usefulness, and be of benefit both to the employers and the boys.

The Women's Unskilled Department.

One of the features in the women's unskilled department is the placement of day-workers. This class of workers is largely composed of widows who have families of little ones to bring up entirely through their individual efforts; others have crippled and sick husbands as well as having their children to sustain, while others are burdened with careless, drunken, and idle husbands as well as a family to provide for. All of them are so situated that it is impossible for them to obtain a permanent position except as cleaners in clubs, hotels, theatres, families, and offices. Some of them work at cleaning offices and theatres during the night or the very early morning hours, but all of them must have an opportunity of getting the little ones ready for school in the morning, and to be home in the evening to give them their supper and see them safely ensconced in bed.

Is it any wonder that in times of business depression these women appear to be particularly insistent in securing work? This persistency is in

many cases slightly removed from desperation, as the little ones must be fed and have a place of shelter, and the mother knows, and dreads the knowledge, that if she cannot provide it, the authorities will do so, and the home, poor as it may be, be broken up and all her past efforts and struggles go for naught. This class of workers are sometimes heroines of the highest order. No sacrifice is too great, — no effort too big, no matter whether the mother has enough for herself, so long as her cherished offspring are around her clamoring for her help and assistance. One of the principal divisions of this department is for the day-workers, a number of whom are placed every day. If those in charge of buildings, offices, private families and other places would, when in need of help, call up Oxford 2960, we would use our best efforts to supply them with strong, capable, experienced women for this class of work. There are also a number of women who are experienced hotel and restaurant cooks, together with dishwashers and kitchenwomen. The call for help in this branch is steadily increasing as the office becomes more widely known to the employers.

The other important branch in this department is the housework girl division to which during the past year the hours of from 1 P.M. to 3.30 P.M. have been devoted, the period from 1 P.M. to 2.15 P.M. being set apart for housekeepers, matrons and housework women over 30 years of age, and from 2.15 until the close of business for housework girls from 16 to 30 years of age. Owing to the depression in business a year and a half ago, it was found that the department was crowded from 9 to 12, and 1 to 4 with practically the same women, while hundreds were unable to come in. In order to make it practicable, — it was decided to divide the time the office was open for business into hours for various kinds of work. Accordingly it was arranged as follows: —

Washing, cleaning, scrubwomen,	9 to 10 A.M.
Kitchen and restaurant,	10 to 11 A.M.
Cooks,	10.30 A.M. to 12 M.
Hotel workers,	11 A.M. to 12 M.
Housework,	1 P.M. to close of business.

The change has been of great benefit to the employers, and the women in search of work, as each hour sees new faces for the specified work in that hour. This has been particularly noticed in the housework division. The applicants are of better grade than formerly, especially in the younger element who had previously declined to come and wait in overcrowded rooms, and although the demand is at present larger than the supply, we are now able to please employers with suitable girls.

The Women's Skilled Department.

The figures for the year 1914-15 in the women's skilled department show as a whole a decided decrease as compared with 1913-14. During the first six months of the year this branch was crowded daily with appli-

cants for work, many of whom, when they could not get work at their trade, gladly accepted positions at housework. The crowds that were daily attracted to the office in their search for employment entailed enormous work upon the clerks, and their tact and diplomacy and words of encouragement to many despondent applicants were tested to the utmost. During the height of the depression a number of the women who could handle the needle were given employment through the committee on unemployment of the Civic Federation; work was also given them through the State Unemployment Committee, otherwise, during the early months of the year, business, except in one or two minor cases, was practically at a standstill. Since July, however, business has been gradually increasing, and each month since then has been showing a steady gain.

The appearance of this department is now as good as, if not superior to, other offices, and the indications are that applicants of the higher grade help now include our office in their search for work. The greatest difficulty the clerks have in this department, and the largest number of orders for help which cannot be filled, is with respect to the applicants for work in all branches of the garment industry, viz., stitchers, finishers, and pressers. This is no doubt due to the working conditions surrounding this industry. The pay in most cases is based upon the piece price system, even while the inexperienced are learning that particular line of work. This makes the wages so very small at the end of the week that the girls become discouraged before they have given a reasonable time to learn the trade, and they throw up the job. Work in this particular industry and all the needle trades, is of such a seasonal nature that after a beginner has become experienced, and after working a short time, she is invariably laid off because of lack of work. The girl only repeats this experience in the next place to which she goes. Ultimately the girls get disgusted and disheartened, so that at the present time many will not accept a place in this industry unless a stipulated amount is named for the time while learning. This is the principal reason why it is impossible to fill a number of orders we receive for this class of work.

During the past year, the demand for office, clerical, and mercantile positions, has been practically at a standstill, and to-day we have a number of A1 stenographers and bookkeepers who desire employment. The indications are that the work from now on will steadily increase, and as the times improve, the department will be able to handle the many applicants for employment with greater facility, owing to the experience of the past year.

GENERAL STATISTICS.

This year we have to report a grand total of 30,804 employers of labor who have patronized the office since its institution nine years ago. This is an increase of 2,262 employers during the past year. We have on record 778 employers of labor outside of Massachusetts, who have used our service since the office opened December 3, 1906, 70 of whom have applied this year. Since our last report we have received orders from 3,070 of our

former patrons, and 2,262 employers have made use of our services for the first time. This, I think, is practical proof that the confidence of the employers of labor is unabated in the work we are trying to accomplish by sending competent and reliable help. The demand from employers in the State was 98 per cent, and from employers in other States 2 per cent; of the latter the demand has been from Connecticut, Illinois, Maine, New Hampshire, New York, Rhode Island, and Vermont.

The total number of applicants for work, male and female, who secured positions was 8,416, which, compared with the figures of last year, 9,148, shows 8 per cent decrease. Of the total number of male applicants for work 5,293 secured positions as against 5,888, which is a decrease of 10 per cent. The total number of female applicants for work who secured positions was 3,123 against 3,260 last year, showing a decrease of 4 per cent.

The total number of applicants who secured positions in the male departments was 5,293, of whom 61 per cent, or 3,229, were native born, and 39 per cent, or 2,064, were foreign born. The total number of female applicants who secured positions was 3,123, of whom 53 per cent, or 1,655, were native born, and 47 per cent, or 1,468, were foreign born. The total number of applicants, male and female, who secured positions was 8,416, of whom 24 per cent, or 2,041, were married, and 76 per cent, or 6,375, were single. The total number of males who secured positions was 5,293, of whom 25 per cent, or 1,323, were married, and 75 per cent, or 3,970, were single. In the female departments the total number who secured positions was 3,123, of whom 23 per cent, or 718, were married, and 77 per cent, or 2,405, were single.

The ages of the total number of individuals, male and female, who secured positions were —

2,450, or 29 per cent, under 21 years.
3,316, or 39 per cent, 21 to 30 years.
1,662, or 20 per cent, 31 to 40 years.
851, or 10 per cent, 41 to 50 years.
137, or 2 per cent, 51 years and over.

In the male departments 5,293 secured positions: —

1,482, or 28 per cent, under 21 years.
2,223, or 42 per cent, 21 to 30 years.
1,006, or 19 per cent, 31 to 40 years.
476, or 9 per cent, 41 to 50 years.
106, or 2 per cent, 51 years and over.

In the female departments 3,123 secured positions: —

968, or 31 per cent, under 21 years.
1,093, or 35 per cent, 21 to 30 years.
656, or 21 per cent, 31 to 40 years.
375, or 12 per cent, 41 to 50 years.
31, or 1 per cent, 50 years and over.

The total number of persons sent to this office during the year by philanthropists, social workers and others was 961 males; 205 females; of these, 212 males and 170 females secured employment.

The motto of the office since its opening has been, — "First come, first served, provided you can do the work." This has been lived up to faithfully, and I desire to record my gratitude and thanks to all the clerks who have, as a unit, worked for the benefit of the unemployed by every means in their power, and to increase the efficiency and reputation of the office.

In conclusion I desire to express my conviction that there is no other office where similar service is rendered which has the equipment for handling work the same as the State Free Employment Office. Each of the counter clerks is fully equipped for every emergency of their calling by special attention and experience in the wants of the applicants for employment, which have been greatly augmented during a depression of business that has rarely been equalled. They are alert, obliging and sympathetic, using good judgment in their peculiar duties, and are perfectly unbiased in their choice of people to fill positions.

THE SPRINGFIELD OFFICE: 47-49 Water Street.

CHESTER W. ALLEN, *Superintendent.*

Summary of Business from September 4, 1907, to November 30, 1915.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30									Total
	1907	1908	1909	1910	1911	1912	1913	1914	1915	
Offers of positions, . . .	1,464	3,940	5,753	6,826	8,559	11,077	12,372	7,913	9,615	67,319
Positions reported filled, .	796	2,431	3,166	3,675	4,310	5,392	6,325	4,685	6,106	36,886
Persons furnished employment.	-1	1,538	1,929	2,085	2,300	2,819	2,965	2,032	2,528	18,196
Persons applied for by employers.	1,488	3,204	4,283	5,007	6,176	7,845	9,229	6,263	7,571	51,066

¹ No record of detail kept. Office open three months only in 1907.

The Superintendent writes concerning the work of the office during the past year as follows: —

The business of the Springfield office this year has increased as compared with that of the preceding year, and with the exception of 1913 more positions were reported filled than during any year since the office was opened.

The demand for help shows an increase for six months as compared with the corresponding months of last year and almost as much business was transacted during the last four months as during the entire preceding eight. This activity in the labor market began about the first of August and has

continued since, being especially strong in September when 884 positions were reported filled, this being the largest number of positions reported filled in any month since the office was opened.

In the men's department the number called for by employers and positions reported filled was exceeded only in 1913. The records show that during six months of the year more men were called for and placed than during the corresponding months of last year and in September 651 positions were reported filled, the largest number of men placed in any month in the history of the office. During the last four months of this year 1,243 more male positions were reported filled than during the same period a year ago.

In the women's department more help was called for and positions reported filled than during any previous year. Every month since March, except June when there was a decrease of 15, showed an increase in the number of positions reported filled as compared with the corresponding months of last year. Four months this year, March, April, September and November the total number of women placed was over two hundred, while last year there were but two months, and May, 1913, was the first. February seemed to be the turning point this year. In the three months previous only one hundred or less women had been placed and only in eight months since January 1910, had this occurred before.

Since the office first opened on September 4, 1907, our records show a total of 8,382 individual employers who have applied for help, of whom 2,571 applied this year. Employers residing outside of the state to the number of 476 have applied for help since the office first opened, 144 of whom have applied this year. Of the 2,571 individual employers who applied for help this year, 1,424 have applied in former years, 82 of whom are non-residents of this state, and 1,147 represent the number of employers who used the office for the first time during the past year, 62 of whom do not live in Massachusetts.

Of the total number of males who secured employment (1,720) 68 per cent, or 1,177, were native born and 32 per cent, or 543, were foreign born. Of the total number of females who secured employment (808) 53 per cent, or 431, were native born and 47 per cent, or 377, were foreign born.

It is interesting to note that the efforts of the office to aid the farmers by furnishing competent help has been appreciated by those living in this part of the state as is shown by their increased patronage this year, 1,331 farm hands being called for and 1,136 of these orders being reported filled by men sent from this office, which is 378 more than were placed last year. On account of the industrial activity during the late summer and fall not so many men sought work on the farms and during the harvest season this lack of help was especially felt. Increased attention was given this year to supplying help for the tobacco harvest which began about the second week in August. In order to give efficient service to the farmers who came to the office after help, many in their automobiles in order to take men back with them, it was found necessary to open the office at seven o'clock in the morning for about two weeks.

The slips, calling the attention of the farmers to the Free Employment Offices and informing them of the ability of these offices to furnish competent farm help, which were furnished the Secretary of the State Board of Agriculture to be sent by him in his correspondence with the farmers throughout the state have greatly benefited the work of this office, as it not only brought the office to the attention of those farmers who have never applied for help but also reminded those who have applied of its continued existence and of our desire to be of service to them. It is somewhat difficult to give any definite estimate of the number of farmers who applied for help as a direct result of receiving this slip, as the names of over a thousand are listed who have patronized the office since it was first opened. During the three months since these slips were sent out 35 farmers applied for help for the first time, 29 of whom were probably directed here by the farmers' slip.

The industrial depression as viewed from this office was felt during last winter and early spring by both the skilled and unskilled male and female help. Conditions among the unemployed were such that in order to secure as much work as possible a "Give a Job" canvass was instituted in March by the Philanthropic Council of this city. Volunteer workers made a house to house canvass for any kind of work, long or short jobs, and the applications for help thus secured were turned over to this office to be filled by needy unemployed, those who had others dependent upon them for support. While this canvass was a success the employment obtained was mostly temporary. Perhaps five of the following eighty-three male positions filled were permanent: furniture repairing, 18; toolmakers, 2; plumber, 1; paper hangers and painters, 6; pruning trees, 7; general work, 49.

Much of the spring increase of the business in the women's department was probably due to this canvass as it brought the work of the office to the attention of many people, although only a few positions were obtained as a direct result. The civics committee of the Woman's Club also gave a favorable report on the work of this office urging members of the club to use it and many applications for workers have been received.

A large number of persons have been sent to the office by charitable organizations and social workers, with whom we have co-operated as in past years, having a special printed form which is furnished them to be given each person whom they desire to send. About two hundred and fifty men were referred in this way most of whom were foreigners (non-English speaking) and strangers without a trade, except in a very few cases. Desiring shop or factory work, unable to do heavy outside laboring, only about twenty-five per cent were placed. A large part of the demand for non-English speaking help is for outside labor work and no difficulty is experienced in placing men seeking this kind of work. The supply of Italian laborers, towards whom most of the contractors show a preference, has been growing small and during the last two months it has been difficult to secure any.

Of the social workers sending women to this office, only one, the city missionary of the Congregational Union, were we unable to assist at all

as there were no places for non-English speaking women. Of those sent by others about forty were placed. In the case of many women sent to the office for work (except non-English speaking) especially those living at home, day work can be given. In giving out day work preference is given at all times, so far as possible, to those who are known to need the work. So many men were out of work during the winter that a special effort was made to aid these families through temporary and day work. In this connection it is interesting to note that nearly two hundred different women were sent out last year. Of these women one was given 55 positions, five were given from 30 to 35; seven, 20 to 30; twenty-eight from 10 to 20 and one hundred and fifty were given less than ten. Many of this latter class secured in this way all the day work they could do. It has been very gratifying to learn, as we often do, of day workers that have been sent from this office in past years who have held their places for several years. A good day worker seldom needs to be sent out over ten times — many secure all the work they need from being sent to three or four homes. It has been the policy of the office to give new workers a chance because the women who have been doing day work for several years have some knowledge of such places and can get work for themselves if necessary. There is of course some risk in sending out new and inexperienced workers but on the whole they have proved more satisfactory than the day workers with too much experience.

There are four classes that the office was unable to assist last winter: the non-English speaking, shop girls, office and store workers. Of these four the most acute need was in the case of the non-English speaking. This same lack of work caused much sickness and suffering. If, as some people believe, we receive after the war a large increase in this class some method should be devised whereby we can be of more assistance. A few non-English speaking Polish women were placed in Jewish families during the winter. However, this over-supply soon disappeared and in August tobacco growers from Connecticut were diligently searching for Polish girls for field work and they are still looking for them in tobacco warehouses. In fact since August Polish girls have been at a premium and by spring the shortage will be acute.

Owing to business conditions there was practically no demand for shop or store workers and now there is no call even in the eight hour shops for girls under sixteen. An over-supply of office workers must result in any city where there are three business schools besides a large commercial high school, all running day and night.

The policy of giving the office as much publicity as possible has been continued this year. Monthly reports and statements issued showing the condition of the labor market as viewed from this office have been printed in the Springfield papers, which with news items of interest given them from time to time have helped to keep the work of the office before the public. Lists of opportunities open have been mailed to the town and city clerks in Western Massachusetts with the request to post them in a conspicuous place, in order that those out of employment and living

at a distance from the office may not only know of the existence of the office but also see what positions are open.

From the steady activity shown in the demand for help during the past few months it is reasonable to assume that business will remain good during the winter in great contrast to industrial conditions of a year ago.

The clerks in this office have given faithful service during the year, each of whom has had several years' experience in the office work. The placement clerks have become very proficient and no doubt the continued patronage of many employers is retained through their intelligent selection of help. It has been the custom not to send three or four persons to apply for a position, unless this is requested, but to select an applicant who seems to have the qualifications desired.

An additional male clerk could be used to advantage in this office so that more attention could not only be given to the higher grade positions and special applications, but also to interviewing employers and placing handicapped cases. A study should be made of manufacturing plants in this section where foreigners, especially non-English speaking, are used and requirements noted, together with names of foremen for each nationality, and then applicants sent to places where there is some chance of their securing work and special effort made where applicants are especially deserving. In order to keep the office before the large employers of help it is necessary to call on them occasionally and while the superintendent has endeavored to do this, yet his other duties and the limited office force have made it impossible for him to give this work the necessary time. Not until the office has an outside representative can the best results be obtained.

It has been a question with me for some time whether the records of applicants applying for the higher grade positions should not be looked up. If this was done there is no doubt that this office would receive many more calls for office help and men for responsible positions than are received at present. In order to do this proper blanks would have to be prepared to send former employers and unless this information was to be treated as confidential the truest report would not be received.

THE WORCESTER OFFICE: 48-52 Green Street.

WILLIAM A. MCCARTHY, *Superintendent.*

Summary of Business from September 15, 1913, to November 30, 1915.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30			Total
	1913 ¹	1914	1915	
Offers of positions,	1,822	7,561	10,365	19,748
Positions reported filled,	552	3,176	5,150	8,878
Persons furnished employment,	479	2,152	3,156	5,787
Persons applied for by employers,	1,089	4,387	7,316	12,792

¹ Office open two and one half months only in 1913. Digitized by Google

Concerning the work of the Worcester office during the year, the Superintendent reports as follows:—

I am herewith submitting report for the second full year this office has been in operation and at this time business conditions are the reverse of what they were a year ago. At that time there was a steady stream of applicants seeking work from the time the office opened in the morning until it closed in the afternoon and a large percentage of the men were skilled mechanics and office workers, many of whom had not been out of work for 15 or 20 years. Stenographers, bookkeepers and office clerks, who had been earning from \$12 to \$18 a week, were calling at the office during these early months. These workers had been laid off on account of lack of business and younger and lower salaried girls hired in their places. Many of the female applicants were housemaids and early in the year the supply of experienced and reliable housemaids was greater than the demand. Factories employing largely female help reported a great number of girls seeking work, much in contrast to the corresponding months in 1914 when the demand for help by these factories was far greater than the supply. At the present time these concerns are experiencing difficulty in obtaining the right kind of help.

After an investigation of the business conditions of the city, early in December, the executive committee of the Worcester Chamber of Commerce, realizing the want and suffering that would prevail on account of the unemployment of large numbers of steady workers, and believing many families would suffer untold privations before applying for aid to the city authorities or charitable associations, appointed a committee known as the Bureau of Relief and Unemployment of the Worcester Chamber of Commerce whose purpose it was to raise funds through appeals to the members of the Chamber. This committee consisted of persons, who, through their knowledge of conditions and people with whom they came in contact, would be able to find out and assist this class of the unemployed. This office was represented on the Bureau and valuable assistance was rendered regarding the type of applicants applying for work and other valuable information which could not be obtained through any other source. A number of applicants who came to the office in search of work and who, in our opinion, needed aid, were referred to the investigator of the Bureau.

With the city in the grip of the depression during the winter months, with practically every manufacturing concern reducing its forces and running only part time and housewives dispensing with their maids, the calls for help from employers and the number of positions filled showed a large increase over the corresponding period of the previous year.

The number of individual employers (2,234) calling for help during the year 1915 increased 26 per cent over the previous year (1,767). A total of 3,469 individual employers have applied for help since the office opened September 15, 1913. The number of persons called for was

7,316 (3,420 males and 3,896 females), an increase of 67 per cent over the previous year when the demand was 4,387 (1,746 males and 2,641 females). The number of positions filled increased 62 per cent, or from 3,176 (1,402 males and 1,774 females) to 5,150 (2,428 males and 2,722 females). The demand for male help increased 96 per cent, or from 1,746 in 1914 to 3,420 this year, and the number of positions filled increased 73 per cent, or from 1,402 to 2,428. The demand for female help increased 47 per cent, or from 2,641 to 3,896, and the number of positions filled increased from 1,774 to 2,722, or 53 per cent.

The number of individual persons securing positions during the year increased from 2,152 to 3,156, or 46 per cent. Of this number (3,156), 2,482, or 79 per cent, received one position, and 674, or 21 per cent, received more than one. Of the male persons (1,878) receiving work 1,583, or 84 per cent, received one position, and 295, or 16 per cent, received more than one. Of this number (1,878), 978, or 52 per cent, were native born, and 900, or 48 per cent, foreign born, and 1,127, or 60 per cent, were single, and 751, or 40 per cent, married. Of the female persons (1,278), 899, or 70 per cent, received one position, and 379, or 30 per cent, received more than one. Of this number (1,278), 676, or 53 per cent, were native born, and 602, or 47 per cent, foreign born; 755, or 59 per cent, were single, and 523, or 41 per cent, married.

During the year I have continued visiting manufacturing concerns and in nearly every instance they have become patrons of the office. Many of these firms had a false impression of the office, some believing that we catered to laborers and farm hands principally, while others thought that it was mostly housemaids who applied. Nearly all of the larger firms of the city are now calling on the office for help and it is not an unusual occurrence to receive several calls a day from one firm for different kinds of help, not only for ordinary workmen but for their highly skilled mechanics.

The first year the office was in operation there was considerable opposition from skilled workmen to registering unless there was a position to offer, but during the present year this has entirely disappeared. In order to better serve the employer and employee we endeavor to register all male applicants who have a trade. These registrations are kept in a special file for two weeks, and may be renewed at the end of that time, and when a call is received preference is given applicants who have kept their registrations up to date within the specified time and they are notified. This method is much appreciated by employers, as in a majority of cases, especially where the applicant can be reached by telephone, the employer and the employee are brought together within a few hours. During the year practically every female person applying at the office for work has been registered.

Since August the demand for common laborers has been far greater than the supply and this is due to the emigration on account of the European war. It has become the practice with some contractors to visit

the office in the morning and take whatever laborers they could obtain with them to the job. The indications at present are that during the coming year common laborers are going to be in much demand with a very limited supply. The scarcity of common labor is well illustrated in the remark of one factory manager who employs a large number of laborers and who states: "The class of laborers I am hiring at present is much inferior to those I was formerly able to get and I am hiring men this year whom, in other years, I would not consider fit to do the work." Many immigrants, who formerly did laboring work, have found their way into factories and having become proficient at certain work are earning good wages. This has been an incentive to their countrymen and now there are a large number, who immigrated within the last two or three years, seeking work in factories. This will make it still harder for the contractor seeking laborers, as it is very seldom that these men after they have gone into the factory return to outdoor work.

Along with the contractor the farmer will find his supply of help diminished on account of the war. Immigration reports show that the number of immigrant farm laborers decreased from 288,053 for the 12 months ending June 30, 1914, to 27,793 for the 15 months ending September 30, 1915. Many farmers of this section have been in the habit of engaging the newly arrived immigrant who could not speak or understand our language, but who was a good worker and could be obtained for about one-half the wages of an ordinary farm hand. These immigrants were brought into the office by a relative or friend who acted as an interpreter. They would stay on a farm at small wages until they could speak and understand English and would then demand higher wages. The small increase in the number of farm hands called for during the spring and summer months was due to an epidemic of hoof and mouth disease prevalent in this section. Farmers preferred to pay higher wages to have their help stay in preference to running the risk of employing some one who had been near an infected farm.

Early in the present year, the Worcester County Farm Bureau, an organization of farmers in this county, fostered by the officials of the Worcester Chamber of Commerce, was formed. Its purpose was to stimulate the agricultural industry of this county. The officials of the Bureau, in their visits to different sections, have been bringing this office to the attention of the farmers and advising them to co-operate with it when in need of help. While there has been no increase in calls for farm help this fall, I think, with the publicity the Free Employment Offices will receive from the distribution of the notices furnished the State Board of Agriculture, and the co-operation this office is receiving from the Worcester County Farm Bureau, farmers will take more interest in the offices and have a higher regard for them than they have had in the past.

The demand for housemaids, with the exception of the winter months, has been larger than usual. The same conditions exist with the woman

who takes the green immigrant girl and institutions that prefer this type of help, as with the farmer using the green man. With this class of help eliminated and housework girls realizing the scarcity of maids they are demanding and receiving higher wages than ever before. Housewives who formerly could afford green girls, but who cannot afford to pay the wages the experienced girls command, are now depending on a class of women known as day workers. These women are engaged for a day or two a week to do the heavy work and while they are not of as much assistance as the maid they answer the purpose as long as the other cannot be secured.

Since the office opened we have had calls from nearly every manufacturing concern in the city employing female help. There has been a noticeable decrease in the number of boys and girls between 14 and 16 years of age seeking work. Parents realize that very few positions are open for children of this age, and where they formerly encouraged them to seek work now insist that they remain at school.

The person who has shown the least co-operation with the office is the office manager in the large concern. For some reason his opinion seems to be that although the works manager receives efficient service and finds his most skilled mechanic here, persons seeking office positions prefer to receive them through other sources. We have had several calls from concerns employing considerable office help and the officials were well pleased with the service rendered.

Considerable increase in our business is due to the co-operation we have received from the newspapers. They have been very liberal in devoting space to articles covering the work of this office.

THE FALL RIVER OFFICE: 182 Bank Street.

HARRY F. DOWNS, *Superintendent.*

Summary of Business from October 1, 1907, to November 30, 1915.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30									Total
	1907	1908	1909	1910	1911	1912	1913	1914	1915	
Offers of positions,	513	4,269	3,355	2,826	1,925	1,961	1,595	1,267	1,068	18,779
Positions reported filled,	234	2,583	1,541	1,421	1,042	1,641	1,269	1,125	942	11,798
Persons furnished employment.	- ²	1,020	910	945	793	676	410	312	204	5,270
Persons applied for by employers.	379	2,951	2,130	1,922	1,640	2,240	1,956	1,462	1,172	15,852

¹ Office closed during August.

² No record of detail kept. Office open two months only in 1907.

The Fall River office, like that at Springfield, has now been in operation for eight full years. According to the records of this office it appears that in 1908 the number of positions re-

ported filled by it was 2,583; in 1909 the number was 1,541; in 1910 it was 1,421; in 1911 it dropped to 1,042; in 1912 it rose to 1,641, an increase of 599 over the preceding year; in 1913 it dropped to 1,269; in 1914 to 1,125; and in 1915 to 942. The number of persons applied for by employers, which showed a steady decline from 1908 to 1911, increased from 1,640 in that year to 2,240 in 1912, but in 1913 it fell off to 1,956; in 1914 it dropped to 1,462, and in 1915 to 1,172. The observations made in former reports regarding this office seem still to be applicable to it. A change in location was made December 1, 1915, from 41 North Main Street, where quarters on the second floor of an office building have been occupied for some time, to 182 Bank Street, a ground floor location and one believed to be on the whole more convenient for the public.

EXPENDITURES ON ACCOUNT OF FREE EMPLOYMENT OFFICES, 1915.

The classified expenditures for the maintenance of the four offices during the year ending November 30, 1915, were as follows: —

Maintenance of Offices.

	Boston	Spring- field	Worcester	Fall River	Total
Printing annual report,	\$47.18	\$23.59	\$23.59	\$23.59	\$117.95
Job printing,	234.13	159.39	135.27	34.39	563.18
Postage (inc. stamped envelopes),	220.10	138.25	195.45	46.00	599.80
Stationery and supplies,	37.99	42.38	33.05	1.30	114.72
Machine supplies and repairs,	56.78	57.30	8.25	3.00	125.33
Rent,	4,200.00	1,020.00	1,200.00	600.00	7,020.00
Lighting,	205.05	30.79	30.01	33.10	298.95
Telephone and telegraph,	561.17	206.22	108.83	75.49	951.71
Advertising,	207.91	151.10	144.09	25.14	528.24
Cleaning materials,	78.00	19.98	58.71	6.30	162.99
Expressage and teaming,	5.00	2.11	3.71	3.35	14.17
Travel,	-	-	.70	.60	1.30
All other,	46.76	8.30	19.53	49.05	123.64
Salaries (inc. janitor services),	13,177.15	4,698.45	3,728.50	1,194.43	22,798.53
Total,	\$19,077.22	\$6,557.86	\$5,689.69	\$2,095.74	\$33,420.51
Balance unexpended, . . . . .	. . .	. . .	. . .	. . .	2,079.49
Appropriation, . . . . .	. . .	. . .	. . .	. . .	\$35,500.00

It will be noted from the above financial statement that of the appropriation of \$35,500 for the maintenance of the State Free Employment Offices for the year ending November 30, 1915, there remained an unexpended balance of \$2,079.49. This was due, as already explained, chiefly to the leave of absence without pay granted the Superintendent of the Boston office for several months in the early part of the year and to the abolition of the position of assistant superintendent which had carried a salary of \$1,500.

CONCLUSION AND RECOMMENDATION.

I desire to renew the suggestion made in my last two reports that careful consideration be given by the Legislature to the question as to whether the present form of administration of the State Free Employment Offices should be continued, and the Director of the Bureau of Statistics, in addition to his increasing statutory duties in other directions, be required to further develop the free employment office system; or whether this jurisdiction may not under the circumstances be transferred, to the advantage of the service, to an administrative board whose field of operation seems more closely and logically allied to the problems involved than is a department whose functions are primarily statistical. The most natural department to be given jurisdiction over the Free Employment Offices would seem to be the State Board of Labor and Industries, and I therefore respectfully recommend that such a transfer of jurisdiction be made and am submitting a bill for this purpose.

CHARLES F. GETTEMY,

Director, Bureau of Statistics.

STATE HOUSE, BOSTON, December 30, 1915.

STATISTICAL TABLES.

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STATISTICAL TABLES.

TABLE I. — *Consolidated Summary of Business of the Four State Offices for the Year ending November 30, 1915, compared with 1914.*

CLASSIFICATION.	1915			1914	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1914)	
Applications from Employers,	-	-	28,456	26,935	+5.65
Individual Employers who Applied for Help,	-	-	10,613	10,210	+3.95
Persons Applied for by Employers,	18,300	15,606	33,906	31,565	+7.42
Offers of Positions,	30,182	21,395	51,580	53,858	-4.23
Positions Reported Filled,	14,653	12,036	26,689	24,710	+8.01
Individuals for whom one Position only was secured,	6,928	3,365	10,293	10,250	+0.42
Individuals for whom more than one Position was secured,	2,048	1,963	4,011	3,394	+18.18
Total for whom Positions were secured,	8,976	5,328	14,304	13,644	+4.84

TABLE II. — *Summary of Business of the Boston Office for the Year ending November 30, 1915, compared with 1914.*

CLASSIFICATION.	1915			1914	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1914)	
<i>Applications from Employers,</i>	-	-	15,130	16,438	-7.96
<i>Individual Employers who Applied for Help,</i>	-	-	5,402	5,812	-7.05
<i>Persons Applied for by Employers,</i>	9,720	8,127	17,847	19,453	-8.26
<i>Offers of Positions,</i>	18,238	12,294	30,532	37,117	-17.74
<i>Positions Reported Filled,</i>	7,646	6,845	14,491	15,724	-7.84
<i>Individuals for whom one Position only was secured,</i>	4,093	2,058	6,151	6,767	-9.10
<i>Individuals for whom more than one Position was secured,</i>	1,200	1,065	2,265	2,381	-4.87
<i>Total for whom Positions were secured,</i>	5,293	3,123	8,416	9,148	-8.00

TABLE III. — *Summary of Business of the Springfield Office for the Year ending November 30, 1915, compared with 1914.*

CLASSIFICATION.	1915			1914	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1914)	
<i>Applications from Employers,</i>	—	—	6,296	5,340	+17.90
<i>Individual Employers who Applied for Help,</i>	—	—	2,571	2,095	+22.72
<i>Persons Applied for by Employers,</i>	4,496	3,075	7,571	6,263	+20.88
<i>Offers of Positions,</i>	6,024	3,591	9,615	7,913	+21.51
<i>Positions Reported Filled,</i>	3,997	2,109	6,106	4,685	+30.33
<i>Individuals for whom one Position only was secured,</i>	1,202	345	1,547	1,538	+0.59
<i>Individuals for whom more than one Position was secured,</i>	518	463	981	494	+98.58
<i>Total for whom Positions were secured,</i>	1,720	808	2,528	2,032	+24.41

TABLE IV. — *Summary of Business of the Worcester Office for the Year ending November 30, 1915, compared with 1914.*

CLASSIFICATION.	1915			1914	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1914)	
<i>Applications from Employers,</i>	-	-	5,926	3,806	+55.70
<i>Individual Employers who Applied for Help,</i>	-	-	2,234	1,767	+26.43
<i>Persons Applied for by Employers,</i>	3,420	3,896	7,316	4,387	+66.77
<i>Offers of Positions,</i>	5,279	5,086	10,365	7,561	+37.09
<i>Positions Reported Filled,</i>	2,428	2,722	5,150	3,176	+62.15
<i>Individuals for whom one Position only was secured,</i>	1,583	899	2,482	1,729	+43.55
<i>Individuals for whom more than one Position was secured,</i>	295	379	674	423	+59.34
<i>Total for whom Positions were secured,</i>	1,878	1,278	3,156	2,152	+46.65

TABLE V. — *Summary of Business of the Fall River Office for the Year ending November 30, 1915, compared with 1914.*

CLASSIFICATION.	1915			1914	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals	Totals (For Di- vision by Sex, see Report for 1914)	
<i>Applications from Employers,</i>	-	-	1,104	1,351	-18.28
<i>Individual Employers who Applied for Help,</i>	-	-	406	536	-24.25
<i>Persons Applied for by Employers,</i>	664	508	1,172	1,462	-19.84
<i>Offers of Positions,</i>	642	426	1,068	1,267	-15.71
<i>Positions Reported Filled,</i>	582	360	942	1,125	-16.27
<i>Individuals for whom one Position only was secured,</i>	50	63	113	216	-47.69
<i>Individuals for whom more than one Position was secured,</i>	35	56	91	96	-5.21
<i>Total for whom Positions were secured,</i>	85	119	204	312	-34.62

TABLE VI.—*Summary of Each Office, Showing Volume*

	CLASSIFICATION.	Working Days	Number of Applications from Employers
1	Boston:		
2	Males,	304	—
3	Females,	304	—
4	Total,	304	15,130
5	Springfield:		
6	Males,	305	—
7	Females,	305	—
8	Total,	305 ¹	6,296
9	Worcester:		
10	Males,	305	—
11	Females,	305	—
12	Total,	305	5,926
13	Fall River:		
14	Males,	279 ¹	—
15	Females,	279	—
16	Total,	279	1,104
17	Consolidated Totals for Four Offices:		
18	Males,	—	—
19	Females,	—	—
20	Total,	—	28,456

TABLE VII.—*Consolidated Summary by Months at All of the Offices, Showing*

	MONTHS.	Working Days	Number of Applications from Employers
1	1914.		
2	December,	26	1,323
3	1915.		
4	January,	26	1,256
5	February,	23	1,445
6	March,	27	2,464
7	April,	25	2,634
8	May,	25	2,661
9	June,	25 ¹	2,561
10	July,	26	2,180
11	August,	26 ¹	2,515
12	September,	25	3,562
13	October,	25	3,037
14	November,	25	2,818
15	Totals,	304	28,456

¹ Springfield, Worcester and Fall River offices had 26 working days in June.

of Business for the Year ending November 30, 1915.

Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED		POSITIONS FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
9,720	31.98	18,238	59.99	7,646	25.15	78.66	1
8,127	26.73	12,294	40.44	6,845	22.52	84.23	2
17,847	58.71	30,532	100.43	14,491	47.67	81.20	3
4,496	14.74	6,024	19.75	3,997	13.11	88.90	4
3,075	10.08	3,591	11.77	2,109	6.91	68.59	5
7,571	24.82	9,615	31.52	6,106	20.02	80.65	6
3,420	11.21	5,279	17.31	2,428	7.96	70.99	7
3,896	12.78	5,066	16.68	2,722	8.92	69.87	8
7,316	23.99	10,365	33.99	5,150	16.88	70.39	9
664	2.38	642	2.30	582	2.09	87.65	10
508	1.82	426	1.53	360	1.29	70.87	11
1,172	4.20	1,068	3.83	942	3.38	80.38	12
18,300	60.31	30,183	99.35	14,653	48.31	80.07	13
15,606	51.41	21,397	70.42	12,036	39.64	77.12	14
33,906	111.72	51,580	169.77	26,689	87.95	78.71	15

Volume of Business for the Year ending November 30, 1915 — Both Sexes.

Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED		POSITIONS FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
1,577	60.65	2,409	92.65	1,309	50.35	83.01	1
1,468	56.46	2,279	87.65	1,192	45.85	81.20	2
1,772	77.04	2,796	121.57	1,460	63.48	82.39	3
2,768	102.52	4,197	155.44	2,160	50.00	78.03	4
2,986	119.44	4,527	181.03	2,347	93.88	78.60	5
2,995	119.80	4,591	183.64	2,360	94.40	78.80	6
2,977	116.96	4,699	185.01	2,418	95.08	81.22	7
2,581	99.27	3,940	151.54	1,981	76.19	76.75	8
3,137	120.65	4,816	185.23	2,388	91.85	76.12	9
4,349	173.96	6,325	253.00	3,269	130.76	75.17	10
3,818	152.72	5,575	223.00	2,959	118.36	77.50	11
3,478	139.12	5,426	217.04	2,846	113.84	81.83	12
33,906	111.72	51,580	169.77	26,689	87.95	78.71	13

* Fall River office closed during August.

TABLE VIII. — *Positions Secured at the Four Offices, Classified*

	CLASSIFICATION.	BOSTON			SPRINGFIELD		
		Males	Fe- males	Total	Males	Fe- males	Total
1	Agricultural pursuits,	313	—	313	1,136	—	1,136
2	Apprentices,	146	5	151	10	1	11
3	Domestic and personal service,	2,861	5,362	8,223	2,085	1,945	4,030
4	Manufacturing and mechanical pursuits,	3,067	1,098	4,165	441	121	562
5	Professional service,	28	8	36	—	—	—
6	Trade and transportation,	1,230	372	1,602	267	11	278
7	Other trades,	1	—	1	58	31	89
8	Totals,	7,646	6,845	14,491	3,997	2,109	6,106

TABLE IX. — *Daily Averages of "Persons Called for" and "Positions*

	MONTHS.	PERSONS CALLED FOR					
		BOSTON		SPRINGFIELD		WORCESTER	
		1914	1915	1914	1915	1914	1915
1	December,	52	32	18	13	9	12
2	January,	57	31	18	11	9	12
3	February,	64	41	17	14	11	18
4	March,	69	50	18	27	15	21
5	April,	83	61	24	25	18	29
6	May,	87	63	31	23	23	29
7	June,	88	64	25	24	16	24
8	July,	56	52	24	20	15	23
9	August,	52	61	20	36	12	24
10	September,	69	91	23	42	18	37
11	October,	50	85	15	32	15	32
12	November,	37	74	13	32	12	29
13	Averages,	64	59	21	25	14	24

by Sex and Occupation, for the Year ending November 30, 1915.

WORCESTER			FALL RIVER			FOUR OFFICES			
Males	Females	Total	Males	Females	Total	Males	Females	Total	
339	—	339	10	—	10	1,798	—	1,798	1
10	—	10	—	—	—	166	6	172	2
779	2,265	3,044	545	353	898	6,270	9,925	16,195	3
1,101	407	1,508	22	5	27	4,631	1,631	6,262	4
—	—	—	—	—	—	28	8	36	5
195	50	245	5	2	7	1,697	435	2,132	6
4	—	4	—	—	—	63	31	94	7
2,428	2,722	5,150	582	360	942	14,653	12,036	26,689	8

Filled" for the Year ending November 30, 1915, compared with 1914.

PERSONS CALLED FOR — CON.		POSITIONS REPORTED FILLED								
FALL RIVER		BOSTON		SPRINGFIELD		WORCESTER		FALL RIVER		
1914	1915	1914	1915	1914	1915	1914	1915	1914	1915	
6	5	42	28	11	10	6	9	5	3	1
6	3	49	26	13	8	7	9	4	3	2
5	4	51	36	13	11	8	13	3	3	3
4	5	55	42	12	20	9	14	4	4	4
7	5	66	51	16	20	12	19	5	4	5
7	5	67	52	24	18	16	20	6	4	6
5	5	73	54	20	19	12	18	4	4	7
4	3	47	42	18	17	12	15	3	3	8
— ¹	—	41	47	16	27	9	17	— ¹	—	9
5	4	50	67	19	35	14	26	4	3	10
4	4	42	67	12	27	13	21	4	3	11
4	4	32	62	11	28	8	20	3	4	12
5	4	52	48	15	20	10	17	4	3	13

¹ Office closed during August.

SECTION 2. The director of said bureau shall appoint for each of the offices provided for in the preceding section a superintendent who shall, under the direction of said director, perform the duties hereinafter set forth or such as he may require. The director may also appoint an assistant superintendent and such clerks as he may deem necessary for the proper conduct of the business of said employment offices. The furniture and fixtures of said employment offices shall be provided by the sergeant-at-arms in the manner and under the restrictions specified in section four of chapter ten of the Revised Laws for buildings or parts of buildings leased to the commonwealth. The location of each office established under the provisions of this act shall be plainly indicated by a proper sign or signs.

SECTION 3. The superintendents of said employment offices shall receive applications from those seeking employment and from those desiring to employ, and shall register them in such manner as may be prescribed by the director of said bureau, and shall take such other action as the director may deem best to promote the purposes of said offices.

SECTION 4. No fees, direct or indirect, shall in any case be taken from those seeking the benefits of said employment offices. Any superintendent or clerk who directly or indirectly charges or receives any fee in the performance of his duties shall be punished by a fine of not more than one hundred dollars or by imprisonment in jail for a term not exceeding thirty days, and shall be disqualified from holding further connection with said office.

SECTION 5. In registering applications for employment and for employees wanted, preference shall be given to residents of the commonwealth.

SECTION 6. Each superintendent shall make to the director of said bureau such reports of applications for labor or employment and of other details of the work of his office as the director may require. The director shall cause reports showing the business of the several offices to be prepared at regular intervals and to be exchanged among the said offices, and shall supply them to the newspapers and to citizens upon request; and the several superintendents shall cause such reports to be posted in a conspicuous place in their offices so that they may be open to public inspection.

SECTION 7. There shall be allowed and paid out of the treasury of the commonwealth, upon the approval of the director of the bureau, for salaries and for contingent expenses in connection with the establishment and maintenance of free employment offices as herein provided for, such sum as the general court may annually appropriate therefor. The annual salary of the superintendents and of such clerk as may be appointed in each office to act as chief clerk or assistant superintendent shall be fixed by the director of said bureau subject to the approval of the governor and council.

SECTION 8. The director of the bureau of statistics is hereby authorized to furnish weekly to the clerks of all cities and towns in the commonwealth printed bulletins showing the demand for employment, classified by occupations to such extent as may be practicable and indicating the city or town in which the employees are wanted. Such information shall be based upon the applications for employees made at the free employment offices under the jurisdiction of said bureau.

SECTION 9. Every city and town clerk shall post the lists received as aforesaid in one or more conspicuous places in the city or town. A city or town clerk who fails to comply with the provisions of this section shall be punished by a fine not exceeding ten dollars.

PUBLICATIONS OF THE BUREAU OF STATISTICS.

This Bureau now issues four separate annual reports relating respectively to:

(a) The Statistics of Labor (Pub. Doc. 15).

Containing statistical and other information relating especially to labor affairs. This report is issued in parts four times during the year which are styled Labor Bulletins.

(b) The Statistics of Manufactures (Pub. Doc. 36).

Containing statistics of capital invested, materials used, wages paid, value of product, etc.

(c) The Statistics of Municipal Finances (Pub. Doc. 79).

Containing statistics pertaining to the cost of municipal government in Massachusetts, revenue, maintenance, interest payments, and municipal indebtedness.

(d) The State Free Employment Offices (Pub. Doc. 80).

Containing statistical tables and descriptive matter relative to the work of the offices maintained under the jurisdiction of this Bureau in Boston, Springfield, Fall River, and Worcester.

(b) The Municipal Bulletin.

Containing matter relating to municipal affairs, especially finances, and intended to promote a sound and efficient administration of city and town government in Massachusetts.

(c) The Decennial Census.

The Decennial Census of the Commonwealth for 1905 was published complete in four volumes: now out of print. Publication of Bulletins embodying the results of the Census of 1915 will be begun in 1916.

Public Document

No. 80

The Commonwealth of Massachusetts

BUREAU OF STATISTICS

CHARLES F. GETTEMY, Director

TENTH ANNUAL REPORT

ON THE

PUBLIC EMPLOYMENT OFFICES

FOR THE YEAR ENDING NOVEMBER 30

1916



BOSTON
WRIGHT & POTTER PRINTING COMPANY
STATE PRINTERS
1917

MASSACHUSETTS BUREAU OF STATISTICS

Rooms 250-254, State House, Boston

The Bureau is organized into five permanent divisions: 1. The *Administration Division*, charged with duties supervisory in relation to the several divisions; 2. The *Labor Division*, engaged in the collection and tabulation of statistical and other information relating to matters affecting labor and the condition of the working people, as well as questions of general economic and social interest; 3. The *Manufactures Division*, which collects and tabulates Statistics of Manufactures; 4. The *Municipal Division*, which collects and tabulates Statistics of Municipal Finances; 5. The *Employment Offices Division*, embracing the administration of the Public Employment Offices, of which there are four, located respectively at 8 Kneeland Street, Boston; cor. Water and Worthington Streets, Springfield; 182 Bank Street, Fall River; and 48-52 Green Street, Worcester. During the period of taking and compiling the Census a sixth, the *Census Division*, is organized.

The functions of the Bureau and the duties of the Director are summarized in Section 1 of Chapter 371 of the Acts of 1909, entitled "An Act to Provide for a Bureau of Statistics," as follows:

SECTION 1. There shall be a Bureau of Statistics, the duties of which shall be to collect, assort, arrange, and publish statistical information relative to the commercial, industrial, social, educational, and sanitary condition of the people, the productive industries of the Commonwealth, and the financial affairs of the cities and towns; to establish and maintain free employment offices as provided for by chapter four hundred and thirty-five of the acts of the year nineteen hundred and six and amendments thereof; and to take the Decennial Census of the Commonwealth required by the Constitution and present the results thereof in such manner as the General Court may determine.

PUBLIC EMPLOYMENT OFFICES.

The law governing the establishment of Public Employment Offices was originally Chapter 435 of the Acts of 1906, which, with subsequent amendments, was included in Chapter 514 of the Acts of 1909 entitled, "An Act to codify the Laws relating to Labor," approved by the Governor on June 18. The sections of this act relating to Public Employment Offices are 1 to 9, inclusive and are as follows:

SECTION 1. There shall be established and maintained, under the care and direction of the director of the bureau of statistics, in such cities as may be selected after proper investigation by said director, and with the approval of the governor and council, employment offices for the purpose of bringing together those who seek employment and those who desire to employ.

The Commonwealth of Massachusetts

TENTH ANNUAL REPORT

ON THE

PUBLIC EMPLOYMENT OFFICES

FOR THE YEAR

1916

By

THE DIRECTOR OF THE BUREAU OF STATISTICS



BOSTON
WRIGHT & POTTER PRINTING CO., STATE PRINTERS
32 DERNE STREET
1917



See R. 100.

**PUBLICATION OF THIS DOCUMENT
APPROVED BY THE
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TENTH ANNUAL REPORT ON THE PUBLIC EMPLOYMENT OFFICES.

INTRODUCTION.

This report signalizes the passing of a full decade since the Commonwealth added to its already multifold social activities the function of undertaking to bring together those seeking employment and employers desiring help through the medium of public offices established for the purpose with a service which should be free to both classes of patrons. That in so doing it was animated by any direct consciousness that it was thereby contributing to a scientific solution of one of the greatest economic problems of the time may be doubted, for the legislation was the result of a movement which appears to have been at the outset somewhat narrowly propagandist, and to have drawn its strength almost entirely from a single group in the community, namely, the organized wage earners. But like many other social undertakings of similar origin which have been found, upon examination and experimentation, to reach down to the very foundations of democracy, the conviction has been widely growing that the enormous waste, both human and material, due to irregular and unsystematic employment, — for which the worker is in no wise to blame and of which the employer is too often the victim, while society as a whole pays the penalty in times of industrial depression, — has created a problem with which the State alone can successfully cope. These ten years have witnessed a wonderful quickening of the social conscience, which has found expression in a multitude of laws and an expansion of State activity in the field of the general welfare, such as was only embodied a decade ago in the stuff that dreams are made of.

It is not surprising, therefore, to find the first advocates of a State system of employment offices, who had very little sympathy from the employers of the community and scant appreciation of their endeavors even from philanthropists and pro-

fessional students of social questions, now joined by an ever-increasing number of earnest men and women whose contact with employment problems, whether from the standpoint of the employer of labor or that of the social worker, causes them to turn invariably to the State as offering the most promising avenue of approach to the goal of industrial peace, attainable only through the contented employment at all times of every willing worker. Evidence of the augmented public interest in this subject is seen on all sides, — in the organization of a national association on unemployment with a branch in Massachusetts which is now annually seeking legislation on the matter, in the activities of the Association for Labor Legislation, in the conclusions of three special State commissions¹ which have investigated the subject during the past five years, in the appointment by the Boston Chamber of Commerce of a committee on irregularity of employment, in the increasing recognition by employers of the importance of handling their help problem more scientifically through highly trained experts who have now formed in Boston a live employment managers' association, in the formation of a national association of public employment offices, and in the efforts of the Federal government to disseminate information on the subject and in a tentative way to establish labor exchanges in conjunction with the immigration offices.

While it is quite true that the State public employment office system in observing its tenth anniversary, as the superintendent of the office in Boston says,

emerges from a struggle, entered into as an experiment, with the happy conviction that it has more than fulfilled the hopes and desires of success of its well-wishers; and not only this, but it has shown to those who were dubious as to whether the work of an employment office was a State function or not, the immense benefit it has been to thousands upon thousands of wage earners in all branches of industry, and that it is no longer an experiment, but a vital necessity in industrial life.

it is equally true that we — *i.e.*, the public, the Legislature and the administration of the offices — cannot afford to rest satisfied with this reward of past achievement and make no further

¹ The Commission to investigate Employment Offices, 1911; the Commission on Immigration, 1913; and the Commission on Social Insurance, 1916.

effort to increase their efficiency and usefulness to the community. Not far from \$20,000 annually has been expended for several years to maintain the Boston office; for the year ending November 30, 1916, the amount was \$20,702.31, and the offices at Springfield, Worcester and Fall River cost about \$16,000 more in the aggregate. Are the taxpayers getting their money's worth? Measured by the character of service possible to render under these appropriations, I think they are. The highest salary paid an employee of any of the offices is \$1,800, and no clerk or other employee beneath the grade of superintendent receives more than \$950 a year; nor can they ever be paid more than \$1,000 under the law without a special vote of the Governor and Council; yet this is a service which should command, in a high degree, knowledge of industrial conditions, ability to advise and skill in placing large numbers of applicants for employment so as not merely to satisfy their own immediate needs temporarily, but to meet as closely and intelligently as possible the exacting demands of employers of all kinds; and, above all, personal interest and enthusiasm in their work, tempered by judgment, tact and good sense.

For several years I have intimated in these annual reports that, notwithstanding the faithful, conscientious service rendered by the staff of the State employment offices, and the good I felt confident they were rendering within their limitations, there remained untouched many opportunities for increasing their usefulness to the community, not so much by any radical extension of their existing functions as by a more intensive, and therefore more efficient, administration. It has, however, been impossible to take the steps necessary to accomplish this purpose within the appropriations which the Legislature has thus far apparently been willing to make, and which have been sufficient only with the exercise of the greatest economy to administer the existing offices substantially along the same lines and with the same organization and methods which were put into effect when they first were established. These, it is true, have been widely copied by other public employment offices throughout the country and in Canada, and we have accordingly felt duly complimented. But in the meantime some of these same offices are beginning to show symp-

toms, under a more progressive organization and sympathetic public support, of being able in the near future to accomplish results, if, indeed, they are not already doing so, which will cause Massachusetts, unless something is shortly done to prevent, to lose her opportunity for leadership in this rapidly developing movement for ameliorating, if not removing, much of the distress incident to unemployment and misemployment, and placing this whole problem upon a scientific, sensible basis.

Increasingly conscious of these conditions, I have, nevertheless, been loath up to the present time to urge the specific measures needed, in my judgment, to meet the situation because of the propositions brought forward by various persons and organizations during the past four or five years which have contemplated the transfer of the State employment offices from the jurisdiction of the Bureau of Statistics to the State Board of Labor and Industries. Appreciating that much could be said in behalf of this suggestion, I have not only not opposed it, but have agreed with those who have felt that such a change would be more nearly consistent with the natural functions of each department than the existing arrangement; and it has seemed to me that if this change were likely to take place in the near future, any internal reorganization of the administration of the offices should be left to the authority which would be responsible for its continuance and its results, and not be anticipated by me. Numerous circumstances, which need not here be rehearsed, have, however, year after year, operated to prevent or postpone this suggested transfer in jurisdiction, so that while I may say that it will still be officially agreeable, whenever the Legislature may deem it desirable, I am convinced that I should not be doing my full duty if I refrain longer from calling attention to what seem to me to be the imperative needs of our State employment offices if they are to be permitted to attempt an approximation of their possibilities for increased usefulness to the community. If, therefore, the administration of the offices is to remain one of the duties of the Director of the Bureau of Statistics, I would respectfully and earnestly recommend legislation which will enable an effective carrying out of the following policies:—

1. *The establishment of a comprehensive follow-up system, both*

for the purpose of ascertaining as far as possible the qualifications of applicants for employment before they are sent to employers, and, after employment has taken place, whether satisfaction is being given. The lack of such a system is one of the greatest defects of the State offices. The clerks behind the counter, in interviews with applicants and by telephone communication with employers, endeavor at present as well as they can to fit the applicant to the position and to meet intelligently the requirements of the employer; but at best such efforts, lacking as they do continuity of personal touch and the acquaintance with the employer, must be of limited efficacy. There is no good reason why the public offices should not be as zealous and careful in analyzing and seeking to meet the requirements of employers as are some of the more enterprising private commercial agencies. Moreover, if this were done we should soon have at hand invaluable information, unfortunately not now possessed, but which must be obtained before any intelligent attempt can be made to solve the difficult problems of intermittent, irregular and seasonal employment, alike annoying to the employer and cruelly distressing to the wage earner.

2. *The segregation of applicants for clerical and mercantile, and perhaps the higher grades of skilled mechanical, employment from the unskilled and day laborers and casual workers.* No single item in the programme for a reform of present administrative methods is of more imperative importance than this, particularly as affecting conditions in the metropolitan district which are now centralized in the single Boston office, for the problems presented by these two general classes of the employed are distinct and call for quite different kinds of treatment. Ten years of actual experience in attempting to handle them in one office, in close physical juxtaposition, have demonstrated that this cannot be done satisfactorily, and the difficulty of so doing is aggravated in the case of the Boston office by its location at 8 Kneeland Street. This location, while well suited for certain divisions of its work, is not adapted to attract either applicants or employers interested in high-grade mercantile, stenographic or other clerical positions, — a class of patronage which the private agencies have succeeded to a large degree in retaining in spite of the fact that a fee must be paid for their service, —

a circumstance hardly to be attributed to a spontaneous desire on the part of seekers for employment to pay for the privilege of being told where they can find work, but rather to the fact that they prefer to do so because of existing circumstances, which unhappily offer the alternative of free service only under conditions of environment which are not personally agreeable, especially to women and girls with training and ambition for skilled service. A classification of the 19,120 positions reported filled by the Boston office during the past year shows that over 11,000, or nearly 59 per cent., were for day, casual and general unskilled labor, while of the remaining 7,900, about 5,200, or 27 per cent. of the whole number, were positions requiring a certain degree of mechanical skill; 1,972, or about 10 per cent., were mercantile positions; and 691, or less than 4 per cent., were for clerical positions, including stenography. The handling of skilled help at a separate office, located in the heart of the mercantile district, together with the establishment of a comprehensive follow-up system, as above suggested, would in my judgment in a comparatively short time, remove the handicap under which the State office is now laboring in placing this class of help, and not only be of direct benefit to large numbers of deserving searchers for employment, but be welcomed by employers generally, who would prefer to patronize an efficiently and intensively organized public clearing house of this character to being obliged to deal with the private commercial agencies; and there is ample evidence on the files of this department in the form of letters and interviews with employers to justify this statement.

3. *The development of closer relations with the school authorities*, with a view to more intelligent vocational guidance and placement of juveniles, at least until such time as the State Board of Education and the local school committees may be given complete jurisdiction over this aspect of the employment problem.

4. *The establishment of closer co-operative relations with various social and semi-philanthropic organizations*, private schools and commercial colleges, which now undertake to find employment for their patrons, some of which charge only a nominal fee for the service, not with a view to profiting thereby, but osten-

sibly to cover an overhead charge for a service which it ought to be possible for a central public office to perform as well or better.

5. *A more systematic and comprehensive campaign of publicity* than has hitherto been attempted because of lack of adequate means, through the press, social organizations and organized contact with employers.

6. *The appointment of a competent person whose entire time may be devoted to studying the needs of the several offices*, correlating their activities, and exercising such supervision over administrative details under the direction of the Director of the Bureau of Statistics as the latter, with his numerous other duties, cannot give with that degree of closeness and continuity which the importance of this branch of the Bureau requires for its efficient development. Such a person should combine the knowledge of a student of employment problems with administrative ability, and it would be one of his principal duties to keep in constant touch with large employers of labor and familiarize himself thoroughly with their needs.

7. *The creation of a general Advisory Council*, supplemented, if necessary and desirable, by a separate committee for each local office, to serve without pay and to consist of representatives of the various bodies in the community chiefly concerned in the problem of the most efficient distribution of labor and best calculated to jointly reflect public opinion on this subject, the duty of the members to be to advise respecting the administration of the offices and the best methods of making the policies above outlined effective, so that the widest possible measure of co-operative effort between them and the general public, employers and employed alike, may be secured. Such a body is now provided for in the regulations governing the management of the most progressive public employment offices both in the United States and in the countries of Europe.

While authority to carry out certain portions of the programme above outlined might, perhaps, be assumed under the general terms of the existing law, provided sufficient funds were appropriated for the purpose, it has seemed to me proper, in view of the importance of the whole subject, that the situation be laid frankly before the Legislature with a view to its direct

approval of the development of the State employment office system along the lines suggested, by the passage of an act, substantially in accordance with the following bill, intended to sanction such an effort, provided it be desired to continue the maintenance of these offices in their present jurisdiction:—

AN ACT TO PROVIDE FOR THE ESTABLISHMENT AND MAINTENANCE OF
PUBLIC EMPLOYMENT OFFICES.

SECTION 1. There shall be established and maintained under the care and direction of the director of the bureau of statistics, in such municipalities as may be selected after proper investigation by said director, public employment offices for the purpose of bringing together those who seek employment and those who desire to employ. In rendering such service preference shall be given, as far as practicable, to residents of the commonwealth, and the reliability and fitness of an applicant for employment shall always be taken into consideration in referring him to an employer for a particular position. The location of each office established under the provisions of this act shall be plainly indicated by a proper sign or signs and the furniture and fixtures of the office shall be provided by the sergeant-at-arms in the manner and under the restrictions specified in section four of chapter ten of the Revised Laws for buildings or parts of buildings leased to the commonwealth.

SECTION 2. The employment offices established under the provisions of section one of this act shall be organized into a division of the bureau of statistics, and the director of the bureau is authorized to appoint, subject to the approval of the governor and council, a chief of said division to have general direction of the work of the several offices and to perform such other duties as may be assigned to him by said director, and said director shall also appoint a general advisory council and, if deemed desirable, a separate advisory committee for each of the several employment offices established under this act, on which there shall be an equal representation of employers and employees and, in addition, such other persons who have made a special study of employment problems as said director may select. The members of said advisory council and committees shall serve without pay and it shall be their duty to advise in the management of the public employment offices provided for by this act; and said director shall appoint for each such office a superintendent and such agents, clerks, and other employees as may be required for the proper conduct of the business of said offices. The salaries of superintendents and agents appointed under this provision shall be fixed by the director, who is authorized to grade and classify the same, but shall not, except with the approval of the governor and council, exceed two thousand dollars for superintendents and fifteen hundred dollars for agents.

SECTION 3. The director of the bureau of statistics shall co-operate

with the state board of education and the local school authorities in every way possible and feasible for the most efficient placement of juveniles in positions of employment under such regulations as may be mutually agreed upon by him and said board, and he may make such other regulations not in conflict with this act as he may deem necessary for the proper conduct of the offices established in accordance herewith; and he may gather data and publish bulletins from time to time relating to the subject of employment such as he may deem to be in the public interest. He shall make an annual report covering the work of this division of the bureau which shall be printed as a public document.

SECTION 4. No fees, direct or indirect, shall in any case be taken from those seeking the benefits of said employment offices. Any superintendent or other employee who directly or indirectly charges or receives any fee in the performance of his duties shall be punished by a fine of not more than one hundred dollars or by imprisonment in jail for a term not exceeding thirty days, and shall be disqualified from holding further connection with said office.

SECTION 5. There shall be allowed and paid out of the treasury of the commonwealth, upon the approval of the director of the bureau of statistics, for salaries and for contingent expenses in connection with the establishment and maintenance of public employment offices as herein provided for, such sum as the general court may annually appropriate therefor.

SECTION 6. Sections one to nine inclusive of chapter five hundred and fourteen of the acts of the year nineteen hundred and nine, and all acts or parts of acts inconsistent herewith, are hereby repealed.

SECTION 7. This act shall take effect upon its passage.

In nothing which I have said here have I been moved by any spirit of personal antagonism to the privately conducted commercial agencies. I have no quarrel with any of them. Some of them claim vigorously to be rendering a kind and amount of service to the employer which the public office does not give with the same degree of efficiency. To what extent this claim can be justified seems to me in the final analysis immaterial. The private agencies certainly have their defects, which their managements, if honest, must admit, as have the public offices, whose defects are probably as well known to me and to those immediately in charge of them — and some of which I have called attention to in this report — as to any would-be critic. But I question very much whether the complaints heard against the public employment offices with respect to their ability to serve the employer efficiently are necessarily inherent in the

system and incapable of removal by adequate and sympathetic legislative action. At any rate, I think we ought to make the effort. The justification for the maintenance of these offices by the Commonwealth must be that they are established to perform a public function, and they ought, accordingly, to be permitted to perform this function to the limit of their possibilities. Employment in some capacity best suited to his ability is necessary for every individual compelled to earn his bread, and if such employment exists somewhere in the community, it is the right of the individual to have it without its being made a matter of barter and personal profit for some third person. That such an arrangement should be necessary seems to me essentially unnatural, artificial, and socially unethical, and only to be tolerated for such time as the State may feel unwilling, whether for reasons of expediency or otherwise, to assume the entire responsibility.

CHARLES F. GETTEMY,

Director, Bureau of Statistics.

STATE HOUSE, BOSTON, January 3, 1917.

REPORTS OF THE SEVERAL OFFICES.

Aggregate Business of all Offices from December 3, 1906, to November 30, 1916.

XX CLASSIFICATION.	YEAR ENDING NOVEMBER 30										Total
	1907 ¹	1908	1909	1910	1911	1912	1913 ²	1914 ³	1915 ³	1916 ³	
Offers of positions, . . .	46,853	32,654	41,540	51,082	58,172	74,089	74,113	53,858	51,580	78,157	562,098
Positions reported filled, .	15,510	14,955	17,741	20,574	21,158	26,587	29,117	24,710	26,689	39,865	236,906
Persons furnished employment.	10,707 ⁴	9,093	11,166	12,292	13,205	15,711	16,835	13,644	14,304	19,413	136,370
Persons applied for by employers.	35,563	18,980	23,817	28,354	30,632	36,834	39,230	31,565	33,906	60,782	339,663

¹ The figures for 1907 are for a full 12 months for the Boston office, three months only for the Springfield office and two months only for the Fall River office.

² The figures for 1913 are for a full 12 months for the Boston and Springfield offices, 11 months for the Fall River office (this office having been closed during August) and two and one-half months for the Worcester office.

³ The figures for 1914, 1915, and 1916 are for a full 12 months.

⁴ This figure is for the Boston office only.

THE BOSTON OFFICE: 8 Kneeland Street.

G. HARRY DUNDERDALE, *Superintendent.**Summary of Business from December 3, 1906, to November 30, 1916.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30										Total
	1907	1908	1909	1910	1911	1912	1913	1914	1915	1916	
Offers of positions, . . .	44,876	24,445	32,432	41,630	47,688	61,051	58,324	37,117	30,532	42,506	420,601
Positions reported filled, .	14,480	9,941	13,034	15,478	15,806	19,554	20,971	15,724	14,491	19,120	158,599
Persons furnished employment.	10,707	6,535	8,327	9,262	10,112	12,216	12,981	9,148	8,416	10,774	98,478
Persons applied for by employers.	33,696	12,825	17,404	21,425	22,816	26,749	26,956	19,453	17,847	29,172	228,343

Following is a somewhat general review by the Superintendent of the work of the Boston office during the past year: —

The report of the Boston Public Employment Office for 1916 relates to conditions which are practically the reverse of those portrayed in the 1915 report, inasmuch as the latter records a season of depression in business seldom equalled, while the 1916 report records a season of activity which has been phenomenal. The 1915 report reflected for seven months of that year decreases in the demand for help ranging from 26 per cent to 49 per cent as compared with the seven months of 1914. The year 1916 reverses this, and shows increases in the demand for help every month during the year, ranging from 21 per cent to 125 per cent, with

the exception of the month of November in the men's skilled department, which shows a decrease of one per cent.

The number of positions reported filled for 1915 was in ratio with the demand for help. This year there were three months only for which the positions reported filled showed a decrease from the previous year, — the increases ranging from 13 per cent to 111 per cent over 1915. The decreases here noted are not to be accepted as a break in the prosperous conditions of the other months of 1916, but simply that the months of September, October, and November of 1915 were the heaviest months for positions reported filled in that year, while the number for the corresponding months of 1916 fell below these figures. The difference between the demand for help and the positions reported filled this year was caused by our inability to supply competent help on account of its scarcity, — the market on a number of occasions being practically empty of mechanics and artisans looking for work.

The principal demand in the men's departments has been for machinists and able-bodied workmen, chiefly for work connected with machinery or munitions of war to be used in Europe, while all branches of trade have shown a remarkable growth from the previous year. The demand for able-bodied laborers was such that wages in ammunition factories and other workshops ranged from \$2.25 to \$2.75 and \$3 for a working day of eight hours, with time and a half for overtime, enabling those who desired overtime to draw weekly wages ranging from \$18 to \$25. The wages of the skilled mechanics in these trades began to increase and in addition to the overtime which they made, ran the weekly wages up to figures that have seldom, if ever, been reached before. The news of this well-paid activity spread throughout the country, with the result that ordinary farm laborers and general workers from village and hamlet were soon absorbed in this great industrial activity, and as a consequence when the farmers were in need of men they found it next to an impossibility to secure them. These conditions, together with the general suspension of European immigration and the mobilisation of the reserves of the different nations engaged in the war, which took many thousands of able-bodied men out of the country who had previously been engaged in manual labor, were the principal causes of the lack of workers. Later on, the mobilisation of the Massachusetts State Militia for service on the Texas border helped to further decrease the ranks of the workers. So vast has been the scarcity of competent help that farmers, manufacturers, and merchants have been obliged to employ help of a class that in previous years they would not even consider.

One branch of industry, that of clerks, bookkeepers, typists, stenographers, and general office workers, did not seem to be affected during these abnormal conditions of trade. Since the fall of 1913, — when the recent business depression began, and in 1914, when the stock exchanges closed, and many office forces were decreased, — the demand for this class of workers has practically been at a standstill. Every effort has been

made by circular letters to call the attention of merchants, manufacturers, and business men in general to the large number of workers, both male and female, who were anxious and willing to work, but with very little success.

In the women's departments, there has been a very pronounced scarcity of factory workers, housework girls, waitresses, chambermaids, and general hotel and restaurant workers.

The year 1916 will also be remembered in this section of the country for the abnormal scarcity of culinary help, both male and female. When information as to the wages paid in factory work became general, the men engaged in kitchenwork and dishwashing, who were physically able, threw up their jobs and went to work in the factories. This so decreased the supply of the class of labor referred to that wages jumped \$2 to \$3 a week. Many managers of hotels, restaurants, clubs, cafés, and dining-rooms could not fill the places with men, and secured women to fill in the breach in their industrial ranks so that it was not long before the wages of this class of female help increased \$1 to \$2 a week. There was also an abnormal demand for chambermaids and waitresses, especially during the season at pleasure resorts. This was no doubt due to the war, as many who formerly spent their summers in Europe were obliged to remain in America, and flocked to the various places for rest and recreation. This made the demand for help much heavier than in previous years, and wages increased at such places \$4 and \$5 a month. In the latter part of September and the beginning of October, the activity in some of the ammunition plants and other factories began to show signs of waning, with the result that the high wages formerly paid are being gradually reduced, and the demand for help is being materially lessened, so that every week now shows a larger number of applicants for work.

The demand for housework girls has throughout the year been far in advance of the supply, a condition also due, undoubtedly, in a large degree to the lack of emigration from Europe, and the fact that many girls gave up housework to go into factories where they could earn from \$12 a week upwards; as a result, wages of general housework girls have jumped from \$5 last year to \$8 at this writing. Many families accustomed to the services of a housework girl have been obliged to perform the light work themselves, and have called in day workers once or twice a week to perform the heavy work.

The Boston Public Employment Office, with this report, celebrates its tenth birthday, and emerges from a struggle, entered into as an experiment, with the happy conviction that it has more than fulfilled the hopes and desires of success of its well-wishers; and not only this, but it has shown to those who were dubious as to whether the work of an employment office was a State function or not, the immense benefit it has been to thousands upon thousands of wage earners in all branches of industry, and that it is no longer an experiment, but a vital necessity in industrial life. It has also brought a realization of the splendid possibilities that

still remain for a further extension of its functions by perfecting its present work of bringing the employer and employee together, by ascertaining the facts as to whether the employer is satisfied with the services of the help we sent him, and also whether the employee is satisfied with the position secured through the instrumentality of the office.

If public employment offices are to fulfill their mission to the highest state of efficiency, so that they may have the complete confidence of both employers and employees who may be induced to feel that these offices are worthy of unlimited patronage, they should do their utmost to see that every effort is made to place people in positions which are agreeable to them, and in which they take pleasure in performing their duties, since a contented and satisfied employee is a guarantee of good service and a source of satisfaction to the employer. It should also be one of the functions of the public offices to have representatives visit manufacturers, merchants, and business men to see if the service we are rendering is up to the highest efficiency, and to secure, if possible, suggestions that will promote this end. This would, however, entail the employment of expert help in this particular line of work, which, unfortunately, has not been possible under present appropriations.

Every effort made by the office in placing applicants for employment in positions must be to secure by the service rendered the good will and appreciation of the employer, as without such co-operation our efforts would be useless. When it is taken into consideration that the daily attendance of applicants for employment averages between 1,000 and 1,500 in summer and 1,500 to 2,000 in winter, it must be seen that a certain standard of efficiency in the applicants must be maintained if the interests of the employers who patronize our office are to be conserved. After 10 years of practical experience in the Boston office, with the large number of applicants for employment, I have found that there are certain to be among them many willing and conscientious workers, as well as others who are careless and indifferent as to whether they work or not. When the latter class are offered positions, some of them will only work for a few days, very seldom for a week, and then throw the job up on the slightest pretext and come back to the office looking for another place. They demand work, but when asked why they left their last place, they have only some flimsy excuse to offer. Now, a successful employment office cannot tolerate such a situation. Of course, there are employers who are very hard to get along with, and who are continually making the lives of their employees a burden to them, but they are few in comparison to the hundreds of employers who are tolerant, and who rightly expect a fair return in work for the money they are paying. The office does not require any person to accept a position where the conditions are not acceptable, and will willingly try to place an employee in more satisfactory surroundings, but once we are convinced that applicants are not sincere in their desire to secure steady employment, we let them understand that we cannot afford to waste time over them which can be used to better

advantage in trying to secure work for those who are anxious and willing for it. We have every sympathy for those out of work, and will do everything in our power to assist them in securing employment, but this office cannot be allowed to become a rendezvous for idle, indifferent, unreliable work people.

During the year many employers used the office for the first time and being pleased with the service, have given us repeat orders. A number of employers have called upon the office for vacation substitutes for clerks, stenographers, bookkeepers, and switchboard operators, which have been filled satisfactorily in every case. We can safely say that having satisfied these employers in filling these positions when such help is in great demand, we can certainly fill them during the other portion of the year.

An effort will be made, beginning with our new year, to test the qualifications of every stenographer and typist making application for employment, so that we can recommend applicants with certainty for positions after they have qualified in the test. Previously we have been obliged to rely upon the application blanks which were filled out by the applicant.

This year we have to report a grand total of 33,420 employers of labor who have patronized the office since its institution ten years ago. This is an increase of 2,606 employers during the past year. We have on record 831 employers of labor outside of Massachusetts who have used our service since the office opened December 3, 1906, 80 of whom have applied this year. Since our last report, we have received orders from 7,115 employers of labor, 4,499 of whom were former patrons, and 2,616 who made use of our service for the first time. The demand from employers in the state was 99 per cent, and from employers in other states, one per cent; of the latter, the demand has been from Connecticut, Maine, Missouri, New Hampshire, New Jersey, New York, Rhode Island, Vermont, Wisconsin, and Bermuda.

The total number of applicants for work, male and female, who secured positions, was 10,774, which, compared with the figures of last year, 8,416, shows 28 per cent increase. Of the total number of male applicants for work, 7,423 secured positions as against 5,293, which is an increase of 40 per cent. The total number of female applicants for work who secured positions was 3,351 as against 3,123 last year, showing an increase of seven per cent.

The total number of applicants who secured positions in the male departments was 7,423, of whom 64 per cent, or 4,751, were native born, and 36 per cent, or 2,672, were foreign born. The total number of female applicants who secured positions was 3,351, of whom 57 per cent, or 1,910, were native born, and 43 per cent, or 1,441, were foreign born.

The total number of persons sent to this office during the year by philanthropic persons, social workers, and others was 196 males and 128 females; of these, 52 males and 45 females secured employment.

THE SPRINGFIELD OFFICE: 47-49 Water Street.

CHESTER W. ALLEN, *Superintendent.**Summary of Business from September 4, 1907, to November 30, 1916.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30										Total
	1907	1908	1909	1910	1911	1912	1913	1914	1915	1916	
Offers of positions, . . .	1,464	3,940	5,753	6,626	8,559	11,077	12,372	7,913	9,615	17,617	84,936
Positions reported filled, .	796	2,431	3,166	3,675	4,310	5,302	6,325	4,685	6,106	10,999	47,585
Persons furnished employment.	-	1,538	1,929	2,065	2,300	2,819	2,965	2,032	2,538	4,364	23,460
Persons applied for by employers.	1,488	3,204	4,283	5,007	6,176	7,845	9,229	6,263	7,571	14,726	65,792

¹ No record of detail kept. Office open three months only in 1907.

The Superintendent of the Springfield office reports as follows:—

A larger amount of business was transacted at the Springfield office during the past year than during any year since the office was opened nine years ago. The demand for help each month this year exceeded that of the corresponding month of last year and the total number called for by employers was 5,497 more than the number called for in 1913, the previous record year. The activity in the demand for help, which began in April, has continued and during no month since then has the number of persons called for by employers fallen below a thousand, and in August, the record month, nearly 1,800 were called for.

In the number of positions reported filled, the record for each month during the year exceeded that of the corresponding month of last year, August being the record month since the opening of the office, with 1,224 positions reported filled. The record of the year is 4,674 more positions reported filled than in 1913, the previous high year, and 4,893 more than last year.

Since the office first opened on September 4, 1907, our records show a total of 9,701 individual employers who have applied for help, of whom 3,190 applied this year. Employers outside of the state to the number of 555 have applied for help since the office first opened, of whom 175 have applied this year. Of the 3,190 individual employers who applied for help this year, 1,871 have applied in former years, 96 of whom are non-residents of this state, and 1,319 represent the number of employers who used the office for the first time during the past year, 79 of whom do not live in Massachusetts.

Of the total number of males who secured employment (3,372), 60 per cent, or 2,026, were native born, and 40 per cent, or 1,346, were foreign

born. Of the total number of females who secured employment (892), 59 per cent, or 523, were native born, and 41 per cent, or 369, were foreign born.

In the men's department, the number called for and positions reported filled were the largest since the office was opened, more men were called for and positions reported filled than during each of the corresponding months of last year. During May, August, and September, over one thousand men were called for. The total number of men called for by employers was 3,219 more than during 1913, the best previous year, and 3,009 more men were placed than during that year. As compared with last year, 5,044 more men were called for and 3,508 more positions were reported filled.

Increased efforts were made this year to aid the farmers by supplying competent help. The scarcity of good men seeking this kind of work made it a difficult problem especially when good milkers were desired. During the tobacco harvest in August, experienced men were at a premium and much higher wages were offered than a year ago. During the year 1,469 men were called for and 1,117 positions were reported filled. As a result of the industrial activity experienced during the past year, wages have been increased in almost every line of industrial activity from those of the common laborer up. Practically no building laborers have been sent from the office for many months at a wage less than 30 cents an hour, and during August higher wages were offered. There has been a great scarcity of boys between the ages of 16 and 18 years seeking employment, and those applying have been demanding a wage of not less than \$8 a week. Only a very few boys between the ages of 14 and 16 years have applied, the reason being that employers demand a boy over 16 years of age.

In the women's department, more women were called for and more positions reported filled than during any previous year; 2,111 more women were called for than during last year and 1,485 more positions reported filled. Since March the demand has been good, and during three months — May, September, and October, — over 500 women were called for. During five months — April, May, June, September, and November — the placements were between three and four hundred, while in October the four hundred mark was passed, 403 positions being reported filled, which established a new record for the office.

For several years the registrations of new female employees has been about one thousand. The past year 32 less women were registered than in 1915. Although there has been much changing in institutions, hotels, and restaurants, and more day workers have been sent out than ever before, the number of women who secured but one position was 556 as compared with 345 women who secured one position last year.

Ninety colored women were sent out during the year, most of them for day work. At least 25 of these were recent arrivals from the South. Of all these women only six were reported as unsatisfactory. Many

proved so satisfactory that they had little difficulty in securing all the work they wanted. The southern colored women who came to the office seemed to be good workers who had been regularly employed and had come North to better themselves. Most of these women were married and had done general work by the day in the South.

Monthly reports showing the condition of the labor market as viewed from this office have been printed in the local papers, which, with news items concerning the work of the office given the press from time to time, have tended to keep the people informed of what the office is doing.

The work in the women's department consists mostly of placing those seeking work of a domestic or personal service nature, and there seems to be an opportunity to do more in placing women in manufacturing lines, also office help, stenographers, bookkeepers, and clerks, but with one placement clerk filling between three and four hundred positions a month, which takes her entire time, it seems best, in order to give the employers the service they want, to recommend the appointment of an additional female placement clerk to handle the work outside of domestic and personal service. I firmly believe that with the assistance of an additional female placement clerk, the business of the women's department can be greatly increased.

THE WORCESTER OFFICE: 48-52 Green Street.

WILLIAM A. MCCARTHY, *Superintendent.*

Summary of Business from September 15, 1913, to November 30, 1916.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30				Total
	1913 ¹	1914	1915	1916	
Offers of positions,	1,822	7,561	10,365	16,515	36,263
Positions reported filled,	552	3,176	5,150	8,398	17,276
Persons furnished employment,	479	2,152	3,156	4,137	9,924
Persons applied for by employers,	1,089	4,387	7,316	15,152	27,944

¹ Office open two and one-half months only in 1913.

The Superintendent of the Worcester office reports for the year as follows:—

In reviewing the work of the Worcester Public Employment Office for the year 1916, a year during which but few of the larger employers of labor of this section could secure the necessary number or quality of workers, and a year, the equal of which was never known, when employees could secure work so easily, our records show that during the year 15,152 persons were called for and 8,398 positions filled. This is an increase of 107 per cent in the number of persons called for and 63 per cent

in the number of positions filled over the year 1915, during which year the office was able to supply 70 per cent of the demand, while during the past year it was able to fill only 55 per cent, due to the abnormal business conditions.

One of the principal industries in this section being the manufacture of machine tools, the largest demand for male help came from concerns in this business. The demand for experienced workers in this line was enormous and the supply was far from adequate to meet it. Many concerns made a practice of calling the office each morning as soon as it was opened stating their requirements. The orders for the same kind of work came from concerns in different sections of the city and generally we were able to give an applicant his choice of several positions, and employees soon realized the advantages gained by coming to this office.

The type of applicants applying for work, whether laborer or mechanic, has been of the highest, and in a number of cases the office has demonstrated its ability to furnish concerns with foremen as well as with mechanics and laborers. It frequently happened that a man would state a preference for a certain shop, and if informed that the office had no call from that concern for a man of his capabilities, he would gladly accept a card of introduction to another employer. Many of the larger concerns requested that if at any time an applicant applied who appeared to be an exceptional workman and there was no opening for him, they be informed and they would try and find a place for him. We have taken advantage of this request and the results obtained have proved very satisfactory to both employer and employee.

One of the best arguments for the use of this office is given in the following illustration. I was visiting an official who had charge of hiring the help for one of the large concerns in this city and was informed by him that he did not think the office could be of any assistance to him in securing help, as men who wanted work would apply at the factories. To prove his statement, he said that three weeks previous a foreman had made a requisition on a private office for four experienced men for certain work and that morning he had secured the last two men needed, but it took three weeks to get them. It so happened that a week previous a concern in the same line of business had made a requisition on this office for three men to fill similar positions and these men were furnished inside of five days.

Wire and wire specialty manufacturers in this city employ several thousand persons and the officials of both industries realize the value of co-operating with this office. The nature of the work in the wire industry is such as to make many laborers shun the work and there has been a standing demand from nearly all these concerns for all the laborers we could send them, and while large numbers have been referred to the different plants, the office could not begin to supply their wants. The office was able to fill a fair percentage of the demand for other workers, with the exception of wire drawers, in these shops.

In the textile business, this being of a seasonal nature, there is either a scarcity or a surplus of help, depending on the season, and during the dull season we found men making application for work who had held positions in mills as overseers, but who were willing to accept positions at other work until they could secure their old position when the mills started operations again. The office has been very successful in filling the orders it has received for experienced textile workers. One of the reasons for this large textile business is that since the office opened a traveling labor agent of one of the large woolen concerns of this state has made it his headquarters when in this vicinity in search of help, and he keeps constantly in touch with the office.

Concerns in need of draftsmen have made good use of the office, and we have been able to be of assistance to them, although the supply of these workers, when business is brisk, is very limited.

Stationary engineers and firemen have used the office to good advantage in securing work, and the number of first and second class engineers placed has been large and at good wages.

Building operations in this section were brisk throughout the year and there was a good demand for workmen in this line. At the approach of cold weather, many carpenters applied for carpenter work in the factories where, although the wages were less than what they had been receiving, they would have steady work for the winter.

The employer who suffered the most on account of the scarcity of labor has been the farmer. The busy season of the farmer, coming at a time when other outdoor work is at its height, places him at a great disadvantage. Being cut off from the supply of immigrant laborers and not knowing how his crops would turn out, or the prices he would receive for them, and not being in a position to raise money the same as other employers, he had to take whatever help he could secure at the wages he was able to afford. Even in years when help was plentiful, the farmer has found it difficult to obtain the proper kind of help. The reason for this is found in the method he uses in securing his help. When a farmer needs help he too frequently goes to an employment office without making any previous arrangement, expecting to find first-class farm hands waiting for positions, and though knowing that such men are always in demand, he is disappointed at not getting immediate service. The sooner the farmer changes his methods by giving the office advance notice of his visit, the sooner he will be able to obtain better help. Through constant dealings with the farmers and the farm hands, the office is in a very good position to judge whether the continual changing of farm hands is due to the farmer or to the class of help he is hiring, and is also in a position to assist the farmer who desires good help, providing the proper co-operation is given.

In my report last year I stated, "The indications at present are that during the coming year common laborers are going to be in much demand with a very limited supply." That this statement has been fulfilled is

very well known by employers who employ this class of help in any large numbers. The laborer, whose wages have increased from 30 to 50 per cent over a year ago, has been the most independent of workmen during the year, and for little or no reason would leave a job knowing he would have no difficulty in securing another. Much work that had been planned during the year had to be left undone on account of the scarcity of laborers. Many of the laborers have been seeking inside work, as they find that, although the wages are not equal to what is paid outside laborers, they average more at the end of the year, as they have no lost time due to weather conditions.

Since the opening of the schools in September very few boys under 18 years of age have been applying for work, and it is with much difficulty that apprenticeship positions have been filled. The latter part of the spring and early part of the summer brought a considerable demand for hotel and restaurant help, but the high wages and shorter hours prevailing in manufacturing establishments made it very difficult for employers in this business to secure and hold help.

During the year we have found a large number of applicants, both English-speaking young men from 18 to 25 years of age and immigrants who have come to this country within the past few years, many of them hardly able to speak the English language, seeking positions in the machine shops operating machines. On account of the great demand for experienced workmen in the machine line, many employers have been forced to put inexperienced men running machines. In doing this an experienced man is required to get the machine ready and make all changes on it, so that all the operator has to do is to keep it running, — nothing more or less than what any laborer could do. These men in a number of places have made excellent wages and class themselves as good workmen. The highest wage they have earned they set as a standard and often expect more pay than a first class machinist and refuse to accept wages commensurate with their real ability. Employers, I fear, will have some difficulty with this class of applicants in the future, since many of them, especially those with a slight knowledge of the different machines, will declare themselves capable of doing good work and will be hired, and then in a few hours may spoil more work than their week's wages would pay for.

The demand for stenographers and office clerks, both male and female, increased considerably over a year ago, and employers are commencing to realize that this office is more careful in the selection of this class of help than any other source from which they are obtained in Worcester. Office managers and other officials hiring office help have found that the applicants referred to them for office work are just as high grade in their line as the mechanics that are sent to the production department.

Throughout the year manufacturing concerns employing female help have found this office to be of great benefit to them. Female factory workers have also found that it was more convenient to come to the office to secure information regarding the factories needing help than to travel from one shop to another.

The demand and supply of housemaids for the year might well be compared to the mountain and the mole hill. The supply of maids was limited to experienced workers who demanded work in small families where high wages were paid. While every effort was made to discourage employers seeking low and medium priced maids, a large number of employers insisted on leaving their orders, some few increasing the wage when informed of the difficulty experienced in filling the same. Women with maids made every effort to make conditions agreeable and to keep them satisfied, if possible, and in many instances employers would have day women come in to do the washing and cleaning to lessen the work of the regular maid. Those employers who could not secure the services of maids had to content themselves with the services of day women from one to three days a week, and this caused a very heavy demand for this class of workers, and in fact the demand was so great at times that employers would place their orders three or four days before they wanted a woman. Many mornings, especially during the summer and fall months, the supply of these women was greatly below the demand.

State institutions have patronized the office more during the year than any other year since it was established, and invariably the representatives who called to interview applicants have secured some of the help wanted and have stated that they were well pleased with the service rendered.

The number of individual employers, 3,475, calling for help during the year increased 56 per cent (2,234) over the previous year. Of this number (3,475), 2,103 were employers who patronized the office for the first time and 1,372 were employers who had called during previous years. The number of persons called for, 15,152 (8,000 males and 7,152 females), is an increase of 107 per cent over the year 1915, when the demand was for 7,316 persons (3,420 males and 3,896 females). The number of positions filled increased 63 per cent, or from 5,150 (2,428 males and 2,722 females) to 8,398 (3,716 males and 4,682 females).

Individual persons securing positions increased from 3,156 to 4,137, or 31 per cent. Of this number (4,137), 3,194, or 77 per cent, secured one position and 943, or 23 per cent, secured more than one. Of the male persons (2,746) securing work, 1,457, or 53 per cent, were native born and 1,289, or 47 per cent, foreign born, and 1,870, or 68 per cent, were single and 876, or 32 per cent, married. Of the female persons (1,391) securing positions, 871, or 63 per cent, secured one position and 520, or 37 per cent, secured more than one. Of this number (1,391), 730, or 52 per cent, were native born and 661, or 48 per cent, foreign born.

More employers have visited the office during the past 12 months than during the previous 27 months of its establishment. It has been found that the employer who receives the most benefit from the office is the one who keeps in closest touch with it. A number of employers when they first used the office would do so only when they had first tried all other sources, using this office as a last resort. Some of these at first could not seem to realize that there was a shortage of labor and found fault with

the service because the number and kind of workers wanted could not be secured; but the better acquainted they became with the office, the more frequently they used it. The more frequent by an employer calls on the office, the better acquainted the placement clerks become with the class of help he desires, and a number of employers have stated that if they were in the office personally selecting their own help, they would not be able to select a better class than is being sent them. The more calls a placement clerk receives from an employer, the more interested he becomes in the help he sends to that employer, because he feels that the employer is co-operating with him in his work and is satisfied with the results he is obtaining through the office.

The higher the grade of applicants called for, the more time is required in interviewing them before sending them to positions. Oftentimes considerable questioning is necessitated to find out to which employer an applicant should be sent, and very often applicants, especially exceptional workmen, rebel against the questions asked them; but when the object is explained, they voluntarily give all the information required, and often through this questioning the placement clerk will pick out a man who had applied for work of an ordinary nature and assist him to a responsible position. The class of applicants applying for work during the year has been of the highest with very few of the short job men available, as the policy of the office has been to discourage such applicants by offering them permanent positions.

The newspapers have given the same co-operation as in former years, and much credit is due them for the publicity they have given the office.

THE FALL RIVER OFFICE: 182 Bank Street.

HARRY F. DOWNS, *Superintendent.*

Summary of Business from October 1, 1907, to November 30, 1916.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30										Total
	1907	1908	1909	1910	1911	1912	1913 ¹	1914 ¹	1915 ¹	1916 ¹	
Offers of positions, . . .	513	4,269	3,355	2,826	1,925	1,961	1,595	1,267	1,068	1,519	20,298
Positions reported filled, .	234	2,583	1,541	1,421	1,042	1,641	1,269	1,125	942	1,348	13,146
Persons furnished employment.	- ²	1,020	910	945	793	676	410	312	204	238	5,508
Persons applied for by employers.	379	2,951	2,130	1,922	1,640	2,240	1,956	1,462	1,172	1,732	17,584

¹ Office closed during August.

² No record of detail kept. Office open two months only in 1907.

From the above statement it appears that the Fall River office did a somewhat increased business in 1916 over 1915, offering 451 more positions and filling 406 more, while there was an increase in the number of positions applied for by employers amounting to 560. This office has never done a volume of business comparable to that of any of our other offices, a fact due to local conditions alluded to in former reports; but its cost of maintenance has been very moderate, being only about \$2,000 a year, including the salary of the Superintendent (who conducts the office without clerical help), rent, janitor service, and all incidental expenses.

EXPENDITURES ON ACCOUNT OF PUBLIC EMPLOYMENT OFFICES, 1916.

The classified expenditures for the maintenance of the four offices during the year ending November 30, 1916, were as follows:—

Maintenance of Offices.

	Boston	Spring- field	Worcester	Fall River	Total
Printing annual report,	\$61.44	\$30.73	\$30.73	\$30.73	\$153.63
Job printing,	308.89	113.71	211.89	18.45	646.94
Postage (inc. stamped envelopes), .	49.74	58.43	19.00	6.00	133.17
Stationery and supplies,	71.85	55.32	36.53	2.20	165.90
Machine supplies and repairs, . .	7.00	4.00	9.25	—	20.25
Rent,	4,300.00	1,020.00	1,300.00	540.00	6,960.00
Lighting,	248.20	34.54	32.10	6.07	320.91
Telephone and telegraph,	650.23	217.44	138.02	72.42	1,078.11
Advertising,	326.68	135.19	177.86	23.49	663.22
Cleaning materials,	35.54	17.56	68.24	6.55	127.89
Expressage and teaming,	8.65	3.77	2.49	1.24	16.15
Travel,	—	37.55	21.64	18.05	77.24
All other,	97.44	49.27	22.07	15.79	184.57
Salaries (inc. janitor service), . .	14,641.65	5,383.46	4,126.44	1,288.00	25,439.55
Total,	\$20,702.31	\$7,159.97	\$6,096.26	\$2,023.98	\$35,982.52
Balance unexpended,	12.48
Appropriation,	\$36,000.00

STATISTICAL TABLES.

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STATISTICAL TABLES.

TABLE I. *Consolidated Summary of Business of the Four State Offices for the Year ending November 30, 1916, compared with 1915.*

CLASSIFICATION.	1916			1915	Per. Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Di- vision by Sex, see Report for 1915)	
<i>Applications from Employers,</i>	—	—	50,195	28,456	+76.40
<i>Individual Employers who Applied for Help,</i>	—	—	14,337	10,613	+35.09
<i>Persons Applied for by Employers, . .</i>	36,380	24,402	60,782	33,906	+79.26
<i>Offers of Positions,</i>	50,540	27,617	78,157	51,580	+51.53
<i>Positions Reported Filled,</i>	22,310	17,555	39,865	26,689	+49.37
<i>Individuals for whom one Position only was secured,</i>	10,638	3,611	14,249	10,293	+38.43
<i>Individuals for whom more than one Position was secured,</i>	2,998	2,166	5,164	4,011	+28.75
<i>Total for whom Positions were secured, .</i>	13,636	5,777	19,413	14,304	+35.72

TABLE II. — *Summary of Business of the Boston Office for the Year ending November 30, 1916, compared with 1915.*

CLASSIFICATION.	1916			1915	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1915)	
<i>Applications from Employers,</i>	—	—	25,591	15,130	+60.14
<i>Individual Employers who Applied for Help,</i>	—	—	7,115	5,402	+31.71
<i>Persons Applied for by Employers, . .</i>	17,834	11,338	29,172	17,847	+63.46
<i>Offers of Positions,</i>	27,505	15,001	42,506	30,532	+39.22
<i>Positions Reported Filled,</i>	10,335	8,785	19,120	14,491	+31.94
<i>Individuals for whom one Position only was secured,</i>	5,761	2,107	7,868	6,151	+27.91
<i>Individuals for whom more than one Position was secured,</i>	1,662	1,244	2,906	2,265	+28.30
<i>Total for whom Positions were secured, .</i>	7,423	3,351	10,774	8,416	+28.02

TABLE III. — *Summary of Business of the Springfield Office for the Year ending November 30, 1916, compared with 1915.*

CLASSIFICATION.	1916			1915	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1915)	
<i>Applications from Employers,</i>	-	-	11,271	6,296	+79.02
<i>Individual Employers who Applied for Help,</i>	-	-	3,190	2,571	+24.06
<i>Persons Applied for by Employers, . .</i>	9,540	5,186	14,726	7,571	+94.51
<i>Offers of Positions,</i>	12,645	4,972	17,617	9,615	+83.22
<i>Positions Reported Filled,</i>	7,405	3,594	10,999	6,106	+80.13
<i>Individuals for whom one Position only was secured,</i>	2,494	556	3,050	1,547	+97.16
<i>Individuals for whom more than one Position was secured,</i>	878	336	1,214	981	+23.75
<i>Total for whom Positions were secured, .</i>	3,372	892	4,264	2,528	+68.67

TABLE IV.—*Summary of Business of the Worcester Office for the Year ending November 30, 1916, compared with 1915.*

CLASSIFICATION.	1916			1915	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1915)	
Applications from Employers,	-	-	11,738	5,926	+98.08
Individual Employers who Applied for Help,	-	-	3,475	2,224	+55.55
Persons Applied for by Employers, . .	8,000	7,152	15,152	7,316	+107.11
Offers of Positions,	9,479	7,086	16,515	10,365	+59.33
Positions Reported Filled,	3,716	4,682	8,398	5,150	+62.07
Individuals for whom one Position only was secured,	2,323	871	3,194	2,482	+28.69
Individuals for whom more than one Position was secured,	423	530	943	674	+39.91
Total for whom Positions were secured, .	2,746	1,391	4,137	3,156	+31.08

TABLE V. — *Summary of the Business of the Fall River Office for the Year ending November 30, 1916, compared with 1915.*

CLASSIFICATION.	1916			1915	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1915)	
Applications from Employers,	-	-	1,595	1,104	+44.47
Individual Employers who Applied for Help,	-	-	557	406	+37.19
Persons Applied for by Employers, . .	1,006	726	1,732	1,172	+47.78
Offers of Positions,	911	606	1,519	1,068	+42.23
Positions Reported Filled,	854	494	1,348	942	+43.10
Individuals for whom one Position only was secured,	60	77	137	113	+21.24
Individuals for whom more than one Position was secured,	35	66	101	91	+10.99
Total for whom Positions were secured, .	95	143	238	204	+16.67

TABLE VI. — *Summary of Each Office, Showing Volume*

	CLASSIFICATION.	Working Days	Number of Applications from Employers
1	Boston:		
2	Males,	305	—
3	Females,	305	—
4	Total,	305	25,591
5	Springfield:		
6	Males,	306	—
7	Females,	306	—
8	Total,	306 ¹	11,271
9	Worcester:		
10	Males,	306	—
11	Females,	306	—
12	Total,	306 ¹	11,738
13	Fall River:		
14	Males,	279	—
15	Females,	279	—
16	Total,	279 ¹	1,595
17	Consolidated Totals for Four Offices:		
18	Males,	—	—
19	Females,	—	—
20	Total,	—	50,195

TABLE VII.— *Consolidated Summary by Months at All of the Offices, Showing*

	MONTHS.	Working Days	Number of Applications from Employers
1	December, 1915.	26	2,723
2	January, 1916.	26	3,083
3	February,	24	2,901
4	March,	27	3,850
5	April,	24	4,991
6	May,	26	5,677
7	June,	25 ¹	4,566
8	July,	25	4,143
9	August,	27 ¹	4,542
10	September,	25	4,925
11	October,	25	4,800
12	November,	25	3,994
13	Totals,	305	50,195

¹ Springfield, Worcester and Fall River offices had 26 working days in June.

of Business for the Year ending November 30, 1916.

Aggregate Number of Persons Called for	Daily Average	OFFERS OF POSITIONS		POSITIONS REPORTED FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
17,834	58.47	27,505	90.18	10,335	33.89	57.95	1
11,338	37.17	15,001	49.18	8,785	28.80	77.48	2
29,172	95.64	42,506	139.36	19,120	62.69	65.54	3
9,540	31.18	12,645	41.32	7,405	24.20	77.62	4
5,186	16.95	4,972	16.25	3,594	11.75	69.30	5
14,726	48.13	17,617	57.57	10,999	35.95	74.69	6
8,000	26.15	9,479	30.98	3,716	12.14	46.45	7
7,152	23.37	7,036	22.99	4,682	15.30	65.46	8
15,152	49.52	16,515	53.97	8,398	27.44	55.43	9
1,006	3.61	911	3.27	854	3.06	84.89	10
726	2.60	608	2.18	494	1.77	68.04	11
1,732	6.21	1,519	5.45	1,348	4.83	77.83	12
36,380	119.41	50,540	165.75	22,310	73.29	61.32	13
24,402	80.09	27,617	90.60	17,555	57.62	71.94	14
60,782	199.50	78,157	256.35	39,865	130.91	65.59	15

Volume of Business for the Year ending November 30, 1916 — Both Sexes.

Aggregate Number of Persons Called for	Daily Average	OFFERS OF POSITIONS		POSITIONS REPORTED FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
3,312	127.38	4,618	177.62	2,489	95.73	75.15	1
3,837	147.58	5,747	221.04	2,916	112.15	76.00	2
3,638	151.58	5,188	216.17	2,683	111.79	73.75	3
4,637	171.74	6,704	248.30	3,273	121.22	70.58	4
5,989	249.54	6,879	286.63	3,564	148.50	59.51	5
6,809	261.88	8,421	323.88	4,314	165.92	63.36	6
5,476	214.71	7,154	281.30	3,643	142.95	66.53	7
4,952	198.08	5,966	238.64	3,117	124.68	62.94	8
5,686	210.59	7,139	264.41	3,600	133.33	63.31	9
5,949	237.96	6,902	276.08	3,436	137.44	57.76	10
5,717	228.68	6,956	278.24	3,572	142.88	62.48	11
4,780	191.20	6,483	259.32	3,258	130.32	68.16	12
60,782	199.50	78,157	256.35	39,865	130.91	65.59	13

• Fall River office closed during August.

TABLE VIII. — *Classification, by Occupations, of Persons Called*

	CLASSIFICATION.	Bosron	
		Persons Called for	Positions Filled
1	Skilled Labor:	8,251	5,247
2	Clay, Glass and Stone,	48	30
3	Chemical,	113	31
4	Clothing industries, except footwear,	617	345
5	Engineers, mechanical,	-	1
6	Engineers, stationary,	215	126
7	Firemen, stationary,	381	261
8	Iron, Steel and other metal workers,	799	455
9	Food, Liquor, Beverages and Tobacco,	380	235
10	Lumber and Furniture,	152	75
11	Textiles,	120	43
12	Leather, Rubber and Allied Products,	468	226
13	Miscellaneous Manufacturing,	823	516
14	Building and Construction trades,	2,071	1,370
15	Machinists, Millwrights, and Toolmakers,	297	305
16	Moulders, Founders, and Furnacemen,	276	181
17	Pressmen and Feeders,	834	492
18	Compositors and Linotype Operators,	237	166
19	Bookbinders,	197	240
20	Miscellaneous Mechanical Trades,	244	149
21	Unskilled Labor:	15,357	10,767
22	Agricultural Laborers,	402	276
23	Day Laborers and Casual Workers,	2,595	2,017
24	Day Workers (women),	4,070	3,807
25	General Household Servants and Chambermaids,	1,317	851
26	Kitchen Workers, Waiters, Waitresses, and Cooks,	4,543	2,865
27	Hospital and Institution employees,	850	457
28	Miscellaneous Domestic and Personal service,	1,280	484
29	Transportation,	625	295
30	Mercantile Trade,	3,578	2,040
31	Clerical,	1,639	691
32	All other unclassified,	281	90
33		29,172	19,120

for and Positions Filled for the Year ending November 30, 1916.

SPRINGFIELD		WORCESTER		FALL RIVER		TOTALS		
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	
2,324	2,036	5,249	2,543	123	44	16,557	9,870	1
30	19	10	-	-	-	88	49	2
38	25	41	10	34	5	226	71	3
134	66	211	103	-	-	962	514	4
-	-	-	-	-	-	-	1	5
27	6	111	53	10	4	363	189	6
53	32	236	122	5	1	675	416	7
232	187	2,273	1,104	-	3	3,304	1,789	8
105	63	92	37	-	-	577	335	9
166	128	107	60	-	-	405	263	10
17	5	758	242	36	10	931	300	11
7	2	106	20	12	5	593	253	12
415	264	345	228	30	7	1,612	1,015	13
1,365	1,045	687	309	6	6	4,129	2,730	14
70	50	146	102	-	3	513	460	15
128	105	56	31	-	-	460	317	16
62	44	26	14	-	-	922	550	17
5	3	7	2	-	-	249	171	18
28	16	-	-	-	-	225	256	19
42	26	37	16	-	-	323	191	20
10,110	7,640	8,579	5,327	1,563	1,238	35,600	25,021	21
1,490	1,121	606	263	12	4	2,510	1,664	22
2,870	2,511	1,291	787	846	279	7,602	5,594	23
2,869	2,807	3,721	3,504	618	917	11,278	11,035	24
1,047	294	1,632	367	56	42	4,052	1,554	25
1,063	555	717	205	25	28	6,668	3,653	26
239	109	343	135	-	12	1,432	713	27
512	252	269	66	6	6	2,067	808	28
661	513	360	133	1	-	1,707	941	29
574	456	558	206	21	11	4,731	2,713	30
292	117	276	113	6	1	1,504	922	31
255	222	130	76	8	4	674	396	32
14,726	10,999	15,152	8,398	1,732	1,348	60,782	39,866	33

TABLE IX. — *Daily Averages of "Persons Called for" and "Positions Re-*

	MONTHS.	PERSONS CALLED FOR					
		BOSTON		SPRINGFIELD		WORCESTER	
		1915	1916	1915	1916	1915	1916
1	December,	32	65	13	30	12	28
2	January,	31	70	11	32	12	40
3	February,	41	74	14	32	18	39
4	March,	50	87	27	36	21	44
5	April,	61	120	25	52	29	71
6	May,	63	133	23	59	29	61
7	June,	64	107	24	47	24	54
8	July,	52	92	20	51	23	50
9	August,	61	95	26	66	24	50
10	September,	91	111	42	64	37	57
11	October,	85	109	32	60	32	52
12	November,	74	86	32	48	29	50
13	Averages,	59	96	25	48	24	50

ported Filled" for the Year ending November 30, 1916, compared with 1915.

PERSONS CALLED FOR — CON.		POSITIONS REPORTED FILLED								
FALL RIVER		BOSTON		SPRINGFIELD		WORCESTER		FALL RIVER		
1915	1916	1915	1916	1915	1916	1915	1916	1915	1916	
5	4	28	49	10	24	9	20	3	3	1
3	6	26	55	8	26	9	27	3	4	2
4	6	36	57	11	27	13	23	3	5	3
5	5	42	63	20	27	14	27	4	4	4
5	6	51	73	20	38	19	32	4	5	5
5	9	52	84	18	43	20	32	4	7	6
5	7	54	74	19	36	18	29	4	4	7
3	5	42	56	17	39	15	26	3	4	8
—	—	47	61	27	45	17	27	—	—	9
4	6	67	58	35	45	26	30	3	4	10
4	8	67	64	27	45	21	29	3	6	11
4	7	62	60	28	36	20	28	4	6	12
4	6	48	63	20	36	17	27	3	5	13

SECTION 2. The director of said bureau shall appoint for each of the offices provided for in the preceding section a superintendent who shall, under the direction of said director, perform the duties hereinafter set forth or such as he may require. The director may also appoint an assistant superintendent and such clerks as he may deem necessary for the proper conduct of the business of said employment offices. The furniture and fixtures of said employment offices shall be provided by the sergeant-at-arms in the manner and under the restrictions specified in section four of chapter ten of the Revised Laws for buildings or parts of buildings leased to the commonwealth. The location of each office established under the provisions of this act shall be plainly indicated by a proper sign or signs.

SECTION 3. The superintendents of said employment offices shall receive applications from those seeking employment and from those desiring to employ, and shall register them in such manner as may be prescribed by the director of said bureau, and shall take such other action as the director may deem best to promote the purposes of said offices.

SECTION 4. No fees, direct or indirect, shall in any case be taken from those seeking the benefits of said employment offices. Any superintendent or clerk who directly or indirectly charges or receives any fee in the performance of his duties shall be punished by a fine of not more than one hundred dollars or by imprisonment in jail for a term not exceeding thirty days, and shall be disqualified from holding further connection with said office.

SECTION 5. In registering applications for employment and for employees wanted, preference shall be given to residents of the commonwealth.

SECTION 6. Each superintendent shall make to the director of said bureau such reports of applications for labor or employment and of other details of the work of his office as the director may require. The director shall cause reports showing the business of the several offices to be prepared at regular intervals and to be exchanged among the said offices, and shall supply them to the newspapers and to citizens upon request; and the several superintendents shall cause such reports to be posted in a conspicuous place in their offices so that they may be open to public inspection.

SECTION 7. There shall be allowed and paid out of the treasury of the commonwealth, upon the approval of the director of the bureau, for salaries and for contingent expenses in connection with the establishment and maintenance of free employment offices as herein provided for, such sum as the general court may annually appropriate therefor. The annual salary of the superintendents and of such clerk as may be appointed in each office to act as chief clerk or assistant superintendent shall be fixed by the director of said bureau subject to the approval of the governor and council.

SECTION 8. The director of the bureau of statistics is hereby authorized to furnish weekly to the clerks of all cities and towns in the commonwealth printed bulletins showing the demand for employment, classified by occupations to such extent as may be practicable and indicating the city or town in which the employees are wanted. Such information shall be based upon the applications for employees made at the free employment offices under the jurisdiction of said bureau.

SECTION 9. Every city and town clerk shall post the lists received as aforesaid in one or more conspicuous places in the city or town. A city or town clerk who fails to comply with the provisions of this section shall be punished by a fine not exceeding ten dollars.

PUBLICATIONS OF THE BUREAU OF STATISTICS.

This Bureau now issues four separate annual reports relating respectively to:

(a) The Statistics of Labor (Pub. Doc. 15).

Containing statistical and other information relating especially to labor affairs. This report is issued in parts during the year which are styled Labor Bulletins.

(b) The Statistics of Manufactures (Pub. Doc. 36).

Containing statistics of capital invested, materials used, wages paid, value of product, etc.

(c) The Statistics of Municipal Finances (Pub. Doc. 79).

Containing statistics pertaining to the cost of municipal government in Massachusetts, revenue, maintenance, interest payments, and municipal indebtedness.

(d) The Public Employment Offices (Pub. Doc. 80).

Containing statistical tables and descriptive matter relative to the work of the offices maintained under the jurisdiction of this Bureau in Boston, Springfield, Fall River, and Worcester.

Besides these annual publications the Bureau issues from time to time:

(a) The Municipal Bulletin.

Containing matter relating to municipal affairs, especially finances, and intended to promote a sound and efficient administration of city and town government in Massachusetts.

(b) The Decennial Census.

The Decennial Census of the Commonwealth for 1906 was published complete in four volumes: now out of print. Publication of Bulletins embodying the results of the Census of 1915 are in course of preparation.

The Commonwealth of Massachusetts

BUREAU OF STATISTICS

CHARLES F. GETTEMY, Director

ELEVENTH ANNUAL REPORT

ON THE

PUBLIC EMPLOYMENT OFFICES

FOR THE THIRTEEN-MONTH PERIOD FROM

December 1, 1916, to December 31, 1917



BOSTON
WRIGHT & POTTER PRINTING COMPANY
STATE PRINTERS
1918

MASSACHUSETTS BUREAU OF STATISTICS

Rooms 250-254, State House, Boston

The Bureau is organized into five permanent divisions: 1. The *Administration Division*, charged with duties supervisory in relation to the several divisions; 2. The *Labor Division*, engaged in the collection and tabulation of statistical and other information relating to matters affecting labor and the condition of the working people, as well as questions of general economic and social interest; 3. The *Manufactures Division*, which collects and tabulates Statistics of Manufactures; 4. The *Municipal Division*, which collects and tabulates Statistics of Municipal Finances; 5. The *Employment Offices Division*, embracing the administration of the Public Employment Offices, of which there are three, located respectively at 8 Kneeland Street, Boston; cor. Water and Worthington Streets, Springfield; and 48-52 Green Street, Worcester. During the period of taking and compiling the Census a sixth, the *Census Division*, is organized.

The functions of the Bureau and the duties of the Director are summarized in Section 1 of Chapter 371 of the Acts of 1909, entitled "An Act to Provide for a Bureau of Statistics," as follows:

SECTION 1. There shall be a Bureau of Statistics, the duties of which shall be to collect, assort, arrange, and publish statistical information relative to the commercial, industrial, social, educational, and sanitary condition of the people, the productive industries of the Commonwealth, and the financial affairs of the cities and towns; to establish and maintain free employment offices as provided for by chapter four hundred and thirty-five of the acts of the year nineteen hundred and six and amendments thereof; and to take the Decennial Census of the Commonwealth required by the Constitution and present the results thereof in such manner as the General Court may determine.

PUBLIC EMPLOYMENT OFFICES.

The law governing the establishment of Public Employment Offices was originally Chapter 435 of the Acts of 1906, which, with subsequent amendments, was included in Chapter 514 of the Acts of 1909 entitled, "An Act to codify the Laws relating to Labor," approved by the Governor on June 18. The sections of this act relating to Public Employment Offices are 1 to 9, inclusive and are as follows:

SECTION 1. There shall be established and maintained, under the care and direction of the director of the bureau of statistics, in such cities as may be selected after proper investigation by said director, and with the approval of the governor and council, employment offices for the purpose of bringing together those who seek employment and those who desire to employ.

The Commonwealth of Massachusetts

ELEVENTH ANNUAL REPORT

ON THE

PUBLIC EMPLOYMENT OFFICES

FOR THE YEAR

1917

(INCLUDING THE MONTH OF DECEMBER, 1916)

By

THE DIRECTOR OF THE BUREAU OF STATISTICS



BOSTON
WRIGHT & POTTER PRINTING CO., STATE PRINTERS
32 DERNE STREET
1918



Harvard University

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ELEVENTH ANNUAL REPORT ON THE PUBLIC EMPLOYMENT OFFICES.

INTRODUCTION.

Without any question there has never been a time when the subject of employment in its broader aspects, and the relation to it of public employment agencies, has been of such vital, fundamental, and far-reaching importance as at this moment, when the employment problem and the labor problem are virtually merged into one; and it is hardly too much to say, also, that the whole war problem is, in the last analysis, the labor problem.

The principle that society owes to the worker not only the abstract opportunity for a livelihood, but *free* access to that opportunity whenever and wherever it exists in concrete form, and also that society should furnish the directors of trade and industry similar *free* access to labor, has been one of slow recognition in America. But the world war, with America a part of it, has brought a shock to many institutions which, however useful service they may have complacently felt they were giving the community, have been suddenly awakened to a realization of their impotence in the face of conditions without precedent, either historically or economically. That vast economic changes now unseen and impossible to foresee, it is commonly agreed, may, and in all probability will, result from the war; yet however intelligently we may direct and influence these changes so as to interfere least with the normal flow of the everyday life of the people, it is clear that the readjustment of labor conditions from a peace to a war basis now visibly occurring all about us must be succeeded by another readjustment when the world recedes from a war to a peace basis, and it ought to be equally apparent that the second readjustment, if not properly anticipated and prepared for, may be accompanied by the keenest personal distress in hundreds of thou-

sands of cases, and perhaps, indeed unfortunately, by public turmoil.

The difficulties of eliminating from the consuming forces of the country the non-essential industries, that is, those not ordinarily necessary to the conduct of the war, and of training whole armies of workers, men and women, to new activities, are already upon us; but as these persons are to take the place primarily of the men in the armies who have been withdrawn from industry, our present problem is probably, in its largest aspects and in the long run, not so much one of actual shortage of labor as of a proper training and mobilization of available man power. But after the war the returning armies will create a surplus of labor which can obviously find an outlet only in one of two ways, and doubtless to a certain extent in both, that is, either (a) by displacing outright the war workers and driving them back to their homes or the street; or (b) by the expansion of industry on a peace basis to such an extent as will not only take care of the home-coming soldiers, but the new industrial army, great numbers of whom undoubtedly will not be content to drop back into the class of non-producers, but will insist upon continued employment under peace conditions when the necessity of work on war material ceases.

Every investigator and student of employment problems of this country knows from the most superficial observation that our present heterogeneous conglomeration of Federal, State, municipal, non-commercial and philanthropically conducted employment offices, charging no fees for their services, or at least not operating for gain, and the great number of private agencies, licensed and unlicensed, regulated and unregulated, which exact substantial fees for service, real or pretended, has been in a time of peace unable to make any visible contribution toward a scientific adjustment — I will not say solution — of the employment problem. Under these conditions it is inevitable, despite numerous exceptional cases, that there should be a certain amount of inefficiency of administration, and, on the part of the commercial agencies, indifference, to use no harsher term, to the welfare of the worker if not the real interest of the employer, not to mention an utter lack of constructive policy in the handling of the question from its broad,

economic standpoint. That in the absence of any central co-ordinating authority, bringing within its supervising scope all of these diverse agencies, they should prove quite inadequate to the present emergency is hardly surprising, and that we shall be woefully unprepared for the crisis of readjustment after the war, unless there is a radical change in this situation, must be apparent.

An investigation by the committee on industry and employment of the mayor's committee on national defense of New York City has pointedly summed up the whole case: "Something must be done quickly and intelligently if we are to get the results we need. We must utilize all our available machinery and create more, and we must do it in the light of our own experience and the experience of other countries in dealing with the problem." England and Germany had established prior to the war the two best systems of public employment offices, and of regulating employment through them. They represented two radically different theories of administration, neither of which in its entirety would probably be adapted to our Federal form of government and our much greater geographical area, but both of which may well serve as models for a modified Federal system in which the national government might exercise general direction over a chain of decentralized local agencies in the several States. Under the operation of the British Labor Exchange Act, passed in 1909, — prior to which there had existed in England only a loose system of municipal and philanthropic agencies, — the number of bureaus in January, 1915, numbered 401; now there are over 600, and plans are under way to increase the number to 2,000. The systematic development and co-ordination of these "labor exchanges," or public employment agencies, is a definite part of Great Britain's immediate war program.

A year ago I said in my annual report, referring to the need of more adequate support for the proper development of the Massachusetts Public Employment Offices: —

The justification for the maintenance of these offices by the Commonwealth must be that they are established to perform a public function, and they ought, accordingly, to be permitted to perform this function to the limit of their possibilities. Employment in some capacity best suited

to his ability is necessary for every individual compelled to earn his bread, and if such employment exists somewhere in the community, it is the right of the individual to have it without its being made a matter of barter and personal profit for some third person. That such an arrangement should be necessary seems to me essentially unnatural, artificial, and socially unethical, and only to be tolerated for such time as the State may feel unwilling, whether for reasons of expediency or otherwise, to assume the entire responsibility.

That statement was made without any reference to war conditions. It merely voiced my personal conviction that the question of employment, that is, of bringing together those seeking work and those needing workers, is fundamentally and economically a *public* and not a *private* function; it should be performed, therefore, through a public agency at the public expense, without any cost whatever to either the employer or the worker. But whatever may be thought of this theory, we are suddenly confronted in this critical time with the imperative necessity of a more intensive central organization and control of the various agencies of employment, and when the plans now under way for perfecting such an organization are more completely in operation, the direction in which the system of State offices can most advantageously be developed will be somewhat more clearly apparent. In the meantime, I have not thought it expedient to recommend legislation other than the appropriation measures necessary to maintain properly the offices as now organized.

The character of the service rendered by the offices at Boston, Springfield and Worcester, and the effect upon their activities caused by conditions growing out of the war, are described in the following pages by their respective superintendents, Messrs. G. Harry Dunderdale, Chester W. Allen, and William A. McCarthy, to each of whom I wish to express my appreciation for their faithful, loyal, and intelligent performance of duty under circumstances frequently trying and difficult. The statistical records are presented for the first time for the calendar instead of the fiscal year, in conformity with a recommendation of the committee on standard procedure and statistics of the American Association of Public Employment Offices; but the financial statement is for the State fiscal

year ending November 30, 1917. The Legislature last year appropriated considerably less than the amount which I estimated to be required to maintain the four offices then in existence and to develop the efficiency of their service to the public, so that it was necessary, on April 1, 1917, as one means of avoiding a deficit, to close the Fall River office, which had been in operation since October 1, 1907. The statistics of that office presented in this report are, therefore, for the four-month period, December 1 to March 31.

CHARLES F. GETTEMY,
Director, Bureau of Statistics.

STATE HOUSE, BOSTON, January 15, 1918.

REPORTS OF THE SEVERAL OFFICES.

Aggregate Business of all Offices from December 3, 1906, to December 31, 1917.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30										Dec. 1, 1916, to Dec. 31, 1917 ⁴	Total
	1907 ¹	1908	1909	1910	1911	1912	1913 ²	1914 ³	1915 ³	1916 ³		
Offers of positions,	46,853	32,654	41,540	51,062	58,172	74,069	74,113	53,858	51,580	78,157	80,734	642,532
Positions reported filled.	15,510	14,955	17,741	20,574	21,158	26,587	29,117	24,710	26,689	39,865	41,155	278,061
Persons furnished employment.	10,707	9,093	11,166	12,392	13,205	15,711	16,835	13,644	14,304	19,413	19,577	155,947
Persons applied for by employers.	35,563	18,980	23,817	28,354	30,632	36,834	39,230	31,565	33,906	60,782	62,541	402,304

¹ The figures for 1907 are for a full 12 months for the Boston office, three months only for the Springfield office and two months only for the Fall River office.

² The figures for 1913 are for a full 12 months for the Boston and Springfield offices, 11 months for the Fall River office (this office having been closed during August) and two and one-half months for the Worcester office.

³ The figures for 1914, 1915, and 1916 are for a full 12 months for the Boston, Springfield and Worcester offices, and 11 months for the Fall River office.

⁴ The figures for 1917 are for 13 months for the Boston, Springfield and Worcester offices, and four months for the Fall River office, this office being discontinued March 31, 1917.

⁵ This figure is for the Boston office only.

THE BOSTON OFFICE: 8 KNEELAND STREET.

G. HARRY DUNDERDALE, *Superintendent.*

Summary of Business from December 1, 1906, to December 31, 1917.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30										Dec. 1, 1916, to Dec. 31, 1917	Total
	1907	1908	1909	1910	1911	1912	1913	1914	1915	1916		
Offers of positions,	44,876	24,445	32,432	41,630	47,688	61,051	58,324	37,117	30,532	42,506	43,032	463,633
Positions reported filled.	14,480	9,941	13,034	15,478	15,806	19,554	20,971	15,724	14,491	19,120	18,747	177,346
Persons furnished employment.	10,707	6,535	8,327	9,262	10,112	12,216	12,961	9,148	8,416	10,774	10,971	109,449
Persons applied for by employers.	33,696	12,825	17,404	21,425	22,816	26,749	26,956	19,453	17,847	29,172	28,848	257,191

The superintendent of the Boston office reviews the work of this office for the year as follows:—

The group of years from 1913 to 1917 will be recorded in industrial history as a period in which occurred the beginnings of a business depression, a tidal-wave boom of industry which was phenomenal, followed,

in 1917, by at first a gradual and almost imperceptible movement, and later a more pronounced tendency, toward conditions which have fallen below normal in those industries not engaged on government work.

Our fiscal year 1917 opened with the outlook far from encouraging. The great demand of the preceding year seemed to have taken all the surplus competent labor out of the market. Orders for men, skilled and unskilled, continued to flow in, but the men to fill these positions were scarce. The workers coming to the office, especially the skilled mechanics, were looking for high wages, while the able-bodied laborer began to ask for \$2.75 and upward for an eight-hour work day. Many individual firms doing private work had contracts on their hands which had to be completed at a specified time, and the scarcity of competent help made it such a perplexing problem that some of them advanced their rate of wages both in order to retain their workers and secure new ones.

This demand for skilled mechanics and able-bodied laborers has dominated the employment office during the entire year, while the supply has been very meager and was only obtainable when men were coming into and passing through the city in search of work, or when men being dissatisfied had left one position and were in search of another which would be more satisfactory. It seemed at times that the market for mechanics, especially those employed on steel and iron, had been depleted time and time again, as every attempt to fill the demand was practically barren of results, and as a consequence the orders for employees remained unfilled. Since April, when the government placed numerous contracts for torpedo destroyers, chasers, and submarines, and the factories were receiving extra contracts for munitions, boots, shoes, textiles, belts, and leather goods, the demand for this class of help became excessive. These contractors and firms advertised extensively in the newspapers, and had agents scouring the country in search of help, but the supply fell far short of the number needed.

Every industry engaged in the manufacture of products needed in the army, navy, and other service is working short handed. In fact, so great does the shortage of labor appear, and so imperative is the demand of the government for the work, that numerous manufacturers have petitioned from time to time to have the bars let down relative to the laws for the employment of women and children, to allow this class of help to work longer hours than the present laws allow, so that their contracts could be completed on time.

The general demand for men in occupations and trades outside of those doing work for the government has been spasmodic; for instance, in April, when the United States declared war with Germany, the building industry felt the effect of it almost instantly. Those people who had given orders for work had them canceled immediately, and the bricklayer, carpenter, painter, and other building trades were flat for some considerable time afterwards. Then the establishment of cantonments, etc.,

at Ayer, Westfield, Squantum, and the building of other property in order to admit of the large increase of business in some of the government work industries, made an immediate call for carpenters, bricklayers, masons, plumbers, steamfitters, pipers, painters, and other lines, thereby reducing the amount of unemployment in these trades, so that very few of the building tradesmen have failed to secure employment, if not at their own trade, at something in close alignment with it.

One of the heaviest calls of the year has been for able-bodied laborers. During the latter part of 1915 and early in 1916 there was an influx from all quarters and all industries into that of the manufacture of ammunition. The large orders and contracts which the ammunition firms received called for such a vast amount of labor that weekly wages were practically thrown to the wind, and piecework was installed which gave the formerly unskilled employee an unlimited range, and thousands of men and youths who had never made more than \$10 or \$12 a week prior to that time were making anywhere from \$18 to \$25 a week, with overtime.

This taking over of thousands of able-bodied men from the labor market made the prices of the day laborers rise from \$2.50 to \$3 and \$3.50 a day for eight hours' work, and a large number of orders upon this office have been canceled because of our inability to supply this class of help.

This shortage of labor has resulted in developing the ingenuity of employment "scouts," and many tricks have been put into operation to secure able-bodied laborers. One of the most effective was for two or three of these scouts to patrol the sidewalk before our office, and when an able-bodied laborer left with an introduction card to an employer in his hand, one of the scouts would follow him until he got clear of the office, get into conversation with him, find out where he was going, and the pay he was to receive. If it was 27 or 30 cents an hour, the scout would offer 30 and 32 cents, and the man having only his labor for sale, sold to the highest bidder. We have, in this manner, lost hundreds of opportunities to fill positions, and the facts would only become known to us when we telephoned the firm to ascertain if they had been supplied with all the men they wanted, only to find that but a small number of the men sent had reached their destination. In order to offset this we have been obliged to notify our patrons whenever they called for a number of men to send a representative to talk with the men and take them away with them.

During the year 1917 Massachusetts has increased its prestige as one of the largest shipbuilding centers of the country, by virtue of enormously increased business of the Fore River Shipbuilding Company of Quincy, in building destroyers, torpedo boats, submarines, etc. Early in May the Public Employment Office was called upon to co-operate in furnishing men to work in this yard, with the result that several thousand skilled mechanics were sent to that place.

At a meeting of shipbuilders at the Boston Chamber of Commerce on

October 1 and 2, under the auspices of the United States Shipping Board, at which 31 representatives of shipbuilding firms throughout the country were present, the chairman of the meeting, a member of the Shipping Board, stated that too much credit could not be given to the Public Employment Offices in this State for the valuable assistance they have rendered in furnishing competent mechanics for all branches of the shipbuilding industry. He stated that since May the Fore River Shipbuilding Company had increased its working force several thousands, and all of these men had been obtained from the Federal and Public Offices, whose services had been given free of charge, with the result that not a single mechanic had paid one cent for the privilege of working at Fore River. It is also a pleasing feature of the placing of such a large body of competent workers that the Fore River plant was the only one in the country which had not complained of labor shortage, and that it had been enabled to do its business without difficulty in securing sufficient help through the hearty and active co-operation of the Public Employment Offices. Other large firms doing government work, seeing the splendid success achieved by the Fore River corporation, are using the office with similar results.

We would suggest that the employer, whenever in need of a number of men, notify the office 24 or 36 hours in advance, making arrangements to have a representative at the office at a certain hour so that he can interview the men we have on hand in response to his order, and after hiring them take them away with him. The scarcity of competent mechanics and able-bodied laborers makes this very desirable, as we have previously shown, and will prevent the employer from getting into a perturbed state of mind and jumping to the conclusion that the office has failed to give his order the attention it deserved. It is safe to say that during the past year the number of firms desirous of securing help who have advertised their needs and arranged to meet applicants in our office has been greater than ever before.

We have to report a grand total of 6,408 individual employers who have patronized the office during the past year. This is a decrease of 707 employers (10 per cent). We have on record 91 employers of labor outside of Massachusetts who have used our office during the past year, which is 14 per cent increase over last year's figures. The demand from employers in the State was 99 per cent, and from employers in other States, 1 per cent. Of the latter, the demand has been from Maine, New Hampshire, Vermont, Rhode Island, Connecticut, New York, New Jersey, Pennsylvania, North Carolina, Illinois, Florida, and Canada.

The total number of individual applicants for work, male and female, who secured positions was 10,971, which, compared with the figures of last year, 10,774, shows 2 per cent increase.

Of the total number of male applicants for work, 7,265 secured positions, as against 7,423 last year, which is a decrease of 2 per cent. The

total number of female applicants for work who secured positions was 3,706 as against 3,351 last year, showing an increase of 10 per cent.

The total number of applicants who secured positions in the male departments was 7,265, of whom 62 per cent, or 4,504, were native born, and 38 per cent, or 2,761, were foreign born.

The total number of female applicants who secured positions was 3,706, of whom 52 per cent, or 1,927, were native born, and 48 per cent, or 1,779, were foreign born.

MEN'S SKILLED DEPARTMENT.

The men's skilled department has had a very active year, caused principally by the mobilization of the State troops, the enrollment and draft of young men 21 to 31 years of age, and the activity in certain avenues on government work. The draft has taken thousands of young men from all kinds of trades and vocations, which has resulted in the application at the office of thousands of men who are at present working, but who are anxious to improve their condition by securing better positions made vacant by those who have been drafted.

One of the features of this department has been the special effort made to secure skilled mechanics for the steel shipbuilding industry, with the result that several thousand men have been sent into the various trades engaged in that work. So great has been the demand for skilled mechanics, both for government and private work, that representatives of firms have made the office their headquarters for securing men, a desk being provided for each representative, and in this manner they have been materially aided in securing just the kind of mechanics they required, sometimes to the detriment of the firm who has given an order for help, and who is relying upon the office to send men to their place of business. It is a remarkable fact that the presence of a representative of a firm hiring help makes a distinct impression on the applicant, and that after the representative has questioned the man as to his ability the man has accepted the position offered, although perhaps the same job was offered to him by our clerk, when it was refused as being too far away, or because the conditions did not at first seem attractive.

The clerks in this department have to be very particular when questioning applicants for machinists' positions, as there are large numbers of young men who have been engaged in the manufacture of ammunition and can run a lathe. These young men have associated with practical mechanics for some time, have learned the trade phraseology, and can talk it far better than they can work it. They answer the questions quite glibly and convincingly, and the only way a clerk can be sure they are qualified is to send them to the shop to be examined by a practical mechanic, who can give the applicant a piece of work to do, and watch him, with the result that it only takes a short time to find out whether the applicant is a competent mechanic.

MEN'S UNSKILLED DEPARTMENT.

In the men's unskilled department the call for able-bodied laborers has dominated during the entire year. The supply has been small. Many orders have remained unfilled as a result of this condition. The wages for this class of workers have jumped from 20 and 25 cents an hour for 10 hours' work to 30 and 35 cents for an eight-hour work day. In the spring and summer there was considerable demand for workers in restaurants, cafés, clubs, and hotels in the mountains and summer resorts, with only a fair supply of help.

BOYS' DEPARTMENT.

The boys' department is one which requires considerable patience and tact in the handling of applicants. Many boys over 17 years have been engaged in the manufacture of ammunition, and have been paid \$1.87 to \$2.25 a day, and with overtime have been able to make from \$15 to \$20 a week. Having been laid off on the completion of a contract, or for some infraction of the rules, these boys rush to the office expecting to find similar positions open to them. When they find there are no orders for this kind of work they say they are willing to accept some other work, but when offered a job at \$8 or \$10 they are most indignant, and refuse to accept such wages. The high cost of living is felt in this department, as boys usually willing to work for \$5 and \$6 are now asking \$7 and \$9 a week. The demand for boys was heavy up to the June school vacation period, when the demand fell considerably. Since September employers are paying more money than formerly, and are getting all the boys they need.

WOMEN'S SKILLED DEPARTMENT.

The year 1917 has been a busy one in the skilled women's department. The demand and supply during the winter months remained normal, but the spring brought with it an unusual demand for hotel workers in the mountains, beaches, and summer resorts. Early in May a few head waiters made the office their headquarters, and the facilities offered them to conduct their business was so much appreciated by them that they recommended others to apply here, with the result that during May and June the office was used daily by employers from high-class hotels throughout New England, New York State, and New Jersey, and a large order for help was received from Canada. The result of our efforts in this direction was the employment of large numbers of hotel workers, and the employers have been so pleased with the service and the class of help secured that they have promised to return when they need help next season.

The hotel business remained good throughout the summer, with a heavy demand for help, but with a limited supply as the season wore on. We were able to place nearly every intelligent and neat appearing person

who applied for work up to September 1. Since the close of the summer season there has been a big supply of this help, with a falling demand caused in a great measure by the high cost of living. Food prices are now so high that hotel and restaurant managers are economizing on expenditures, and one of the means employed is a reduction in the number of employees.

Owing to the limited space in this department we were unable to give as many tests to the stenographers and typists applying for work during May and June as we desired. Those girls who passed the tests were given preference when desirable positions were available, and in every case have been placed in permanent positions. This branch of the skilled service could be much improved, provided we had the space to devote to it and the services of a competent assistant in the department to give the tests and examine the papers. Substitute positions for stenographers, bookkeepers, and clerical workers of all kinds were prolific during the vacation period, and a number of positions were secured. The month of September was very busy, with permanent positions with good salaries.

Notwithstanding the publicity with reference to the employment of women in men's places, there has been little or no demand for this from any regularly established business. It is true there have been some calls for girls as bootblacks, pin girls in bowling alleys, etc., but those positions have been mostly in an effort to exploit the women, and not because there has been any especial shortage of men in these lines. It is only recently that calls for women workers on munitions have been received, and there has been an abundance of experienced help to meet the call. Factory work in general has been quiet, except in industries directly allied with the manufacture of articles used in connection with the war.

WOMEN'S UNSKILLED DEPARTMENT.

The women's unskilled department has had an active year, but in contradistinction to the activities of the other departments there have been larger numbers of applicants for employment. The high cost of living affects this department more than the others. Many families have given up their housework girls and are doing the light work themselves, having a day worker one or two days a week to do the heavy work. This gain, however, has been offset by an increase in the number of day workers who have come into the labor market in order to assist in adding to the family income, and every day brings large numbers to the office who cannot be furnished employment. Applicants for this class of work are often so insistent upon employment that their insistency is only a step removed from desperation caused by having their families to support, and if work cannot be had promptly it means cold, hunger, and perhaps the breaking up of homes and the placing of the children in institutions where they can receive proper care and attention.

The housework girl proposition has been the dominating feature in this department, but the supply is practically negligible. The wages experienced girls are asking are from \$8 to \$10 a week, and even at this price the demand cannot be supplied, for while, as above stated, many families are reducing expenses by doing their own housework, many others still feel obliged to have the services of skilled household help which cannot be recruited from the surplus day-worker class. Numbers of women have come to this department who have been engaged on munition work, but the contract having been completed they were willing to do day work or cleaning until they could secure another position on munitions.

THE SPRINGFIELD OFFICE: 47-49 WATER STREET.

CHESTER W. ALLEN, *Superintendent.*

Summary of Business from September 4, 1907, to December 31, 1917.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30										Dec. 1, 1916, to Dec. 31, 1917	Total
	1907	1908	1909	1910	1911	1912	1913	1914	1915	1916		
Offers of positions.	1,464	3,940	5,753	6,626	8,559	11,077	12,372	7,913	9,615	17,617	19,408	104,344
Positions reported filled.	796	2,431	3,166	3,675	4,310	5,392	6,325	4,685	6,106	10,999	12,344	60,229
Persons furnished employment.	-	1,538	1,929	2,085	2,300	2,819	2,965	2,032	2,528	4,264	4,324	26,784
Persons applied for by employers.	1,488	3,204	4,283	5,007	6,176	7,845	9,229	6,263	7,571	14,726	16,972	82,764

1 No record of detail kept. Office open three months only in 1907.

The superintendent of the Springfield office reports as follows for the year:—

For the first time since the Public Employment Offices were opened, an opportunity is given to compare the work for the full year January 1 to December 31, inclusive, instead of December 1 to November 30, inclusive, as has been the case heretofore.

The total number called for by employers during the year 1917 was 15,785 (9,963 males and 5,822 females), as compared with 15,127 (9,842 males and 5,285 females) during 1916. The total number of positions reported filled during the twelve months ending December 31, 1917, was 11,543 (7,180 males and 4,363 females), while during the preceding twelve months the number was 11,176 (7,491 males and 3,685 females). In comparing the work of the above two years we find that 121 more men and 537 more women were called for during 1917. In the number of

positions filled we find that 311 more males were placed in 1916, while 678 more women were placed in 1917. This fact would tend to show the shortage of male labor and the increased demand for women in industry. There was more help called for during the first seven months of 1917 and more persons placed, with the exception of the month of May, than during the corresponding period of the preceding year, while during the last five months, with the exception of December, conditions were the reverse. That a very fair percentage of the demand for help from employers was supplied is shown by the fact that during 1916, 73.7 per cent of this demand was filled; and in 1917, 73.1 per cent.

Since the office first opened, on September 4, 1907, our records show a total of 10,840 individual employers who have applied for help, of whom 3,000 applied this year. Employers outside of the State to the number of 602 have applied for help since the office first opened, 124 of whom applied this year. Of the 3,000 individual employers who applied for help this year, 1,861 have applied in former years, 77 of whom are non-residents of this State, and 1,139 represent the number of employers who used the office for the first time during the past year, 47 of whom do not live in Massachusetts.

Of the total number of males who secured employment (3,507), 72 per cent, or 2,516, were native born, and 28 per cent, or 991, were foreign born. Of the total number of females who secured employment (817), 63 per cent, or 516, were native born, and 37 per cent, or 301, were foreign born.

In the metal trade lines the greatest demand was for skilled men, such as first-class tool makers and all-round machinists, and certain skilled help for the manufacture of small arms for the government. During the past year special attention has been given to supplying help to two large manufacturing plants engaged in war work, one of which, the United States Armory located in Springfield, manufactures the Springfield rifle, and the other, the Fore River Plant of the Bethlehem Shipbuilding Corporation, is building submarines, submarine chasers, and torpedo boat destroyers for the government. Since December 1, 1916, 807 skilled workmen, in addition to 214 laborers, 41 errand boys, 44 office clerks, and 59 guards, have been referred to the armory to fill orders received, a list of positions open being telephoned to the office almost daily. Since the middle of July the demand for help, in order to hasten the production of certain types of ships for the government service, has been great, and the large shipbuilding yards found it necessary to make strenuous efforts to provide themselves with a sufficient working force. The Fore River Plant has had a representative at this office one day a week for the past six months, and 493 skilled mechanics have been referred for employment with the above corporation by their representative.

In the building trades there was a steady demand for skilled workers, including carpenters, brick layers, stone masons, steamfitters, roofers, and electricians, during the spring and summer, with the supply about

equal. The needs of the government in construction work, especially at the cantonment at Ayer, which was done by a Springfield contracting firm, accounted for a large part of the demand. Since midsummer, however, the demand has fallen off, especially in the case of carpenters and woodworkers, the only calls for this class of help being for men in the woodworking department of a plant which is to manufacture aeroplanes for the government.

As has been the policy of the office during former years, special attention has been given this year to trying to fill the demands of the farmers by supplying them with competent help. Being in the center of an important agricultural district where tobacco is one of the principal crops, our work along this line has been important and appreciated by the farmers, as shown by their continued patronage. During the year 1917, 322 less farmhands were called for and 209 less were placed than during the previous twelve months. While the number called for, according to our records, was less than last year, the limit of the number called for would have been the limit of our ability to furnish men if the number applying had been greater. Many farmers refrained from placing orders, especially those living at a distance, because they knew there was practically no chance to secure men, although the wage offered was a considerable advance over that of previous years. Farmhands, that is, good, experienced men, were scarcer than at any time since the office was opened, this scarcity being especially felt during the tobacco harvest in August. Indeed, if it had not been for their inability to get help, many farmers would have had their tobacco crops in the sheds instead of uncut at the time the hail storms struck certain sections this year and caused considerable loss. I would suggest as a good plan to consider next spring, when the demand for farmhands will be great, and the supply no doubt limited, to open branch offices, in connection with this office, at Northampton, Greenfield, Pittsfield, and North Adams, which, with one clerk assigned to each, could no doubt do considerable towards supplying farmhands where most needed. If, however, it might seem better that the Public Employment Office should work in conjunction with the improvement leagues of the several western counties, it would perhaps be a good plan during the spring and summer months to allow this office an extra clerk, who could give his entire time to the agricultural proposition. It would seem that perhaps an especial effort must be made during the coming year to give the farmer every possible aid, since without help, as was shown last year in several places when at harvest time the supply of help was considerably short, a curtailment must be made in the amount of his acreage.

The demand for boys between 14 and 16 years of age was small, being for the most part for office and messenger work with \$5 to \$6 per week the average wage offered. For boys from 16 to 18 years there was a steady demand in almost all lines, such as agricultural, clerical, construction, manufacturing, hotel and restaurant, and theatrical work. The

number of boys applying for positions was more than equal to the demand, but the number placed was comparatively small because in the majority of cases the boys would not consider employment paying less than \$10 a week. Boys at this time would not consider a place as apprentice in any trade line with the comparatively small wage offered to start. The prospect of a good trade and high wages in the future did not appeal to them as it would in normal times. The excessively high wages paid in munition plants for unskilled help on machines has made normal wages look very small. Many boys 18 or 19 years of age have been making over \$4 a day operating machines on a piecework basis.

During the year 1917 the calls for laborers were many and varied, with conditions decidedly in favor of the employee. Due to the scarcity of reliable men, the ever-present floater had to be given undeserved consideration in return for which he demanded an increase in wages or the maintenance of a company boarding house by the employer. If such inducements were offered, little difficulty was experienced in finding a supply for the demand or in persuading applicants to accept the work offered, even though in many cases it was very heavy. There was a noticeable falling off in the demand for building laborers and carpenters' helpers for local work, the greatest call being for excavating laborers and coal shovelers. A hundred laborers were secured for a firm on two days' notice to work at Ayer on excavating work. The pay on this contract was \$4.12 a day, and accommodations were furnished. Many more could have been supplied had there been further demand. There was a fair demand for general workers throughout the year, with little difficulty in filling the orders.

For the first time the number of women for whom more than one position was secured has exceeded the number who secured one position only. The margin was, however, only 31. This increase in the number for whom more than one position was secured was of course due to the extraordinary call for day workers in families and institutions where great difficulty was experienced in getting or keeping satisfactory help, — a condition that holds true throughout the country. To a certain extent our failure to fill permanent positions (about 100 per month were unfilled) was due to the curtailing of advertising, made necessary by our limited appropriation, as practically no advertising was done in the women's department, even the four-line card which was run under "Help Wanted" in the two Springfield newspapers being eliminated.

For the most part, the office was able to fill the day work orders, although during some rush weeks when the first days of the week were stormy, or holidays upset the regular schedule, we were often obliged to put off orders until the next day, and a good many mornings no orders were taken for that day. Since September about 50 different women have been sent out on an average each week. In 1915 nearly 200 different women were sent out for day work, and this year over 500 have been sent, not quite 200 of whom were colored. The migration of colored

women from Georgia for Springfield that began in 1916 continued through last winter, but seems to have stopped in the spring. Many of these women have proved very satisfactory workers, and compared well with northern born colored women as reported to this office. Some, of course, were untrained, but even these were willing workers. Again, as in 1915, the greater number of women were sent out less than 10 times, 167 white women and 124 colored, nearly 300 of the 500, and practically all less than 30 times, as 5 each were sent out from 31 to 40 times; 2 white and 4 colored from 41 to 50; and 3 white and 1 colored over 50 times. The record 76 was made by a woman who, through her willingness to oblige some of her patrons, took many half-day places, which as a rule the office found very difficult and sometimes impossible to fill. Many of the day work changes are due to the fact that some employers are paying 25 cents an hour and car fare, and practically every day worker is quite sure that her services are worth the maximum wage, or more, if she can get it. Under these conditions the office has considered the 20 cents an hour and car fare as practically a minimum wage, and no orders could be taken for less. However, no difficulty has been experienced, as employers were glad to get workers and the price has not been questioned.

Each year the general housework situation grows worse throughout the country. Practically no "green" girls have come to Springfield since the war began, and the supply of trained workers therefore becomes smaller each year. No orders are taken for general housework for less than \$5 because they cannot be filled, and the major part of our orders are from \$6 to \$8 per week. The untrained houseworker has no difficulty in securing work in institutions, where the wages range from \$20 per month up. As there has not been a month in the year that the office has not had unfilled orders for such workers there is little prospect of any improvement. During the spring and summer the hotels had great difficulty in getting or keeping chambermaids and cleaners because the wages, \$5 per week and board, made these positions look less inviting than others. Kitchen women were paid \$6 to \$7 and board in restaurants. Waitresses' wages ranged from \$5 to \$6, and the supply and demand varied greatly. The kitchen work situation, owing to increased wages and possibly to food conditions, has been less difficult than last year, but it is still hard to secure laundresses for institutions, although the wages, \$25 or more a month with board and room, are better than last year.

Owing to the fact that in the United States Armory and the Westinghouse plants girls and women were receiving much higher wages than in other shops, it was difficult to fill the shop orders that were received, although the wages offered beginners, \$7 to \$8 per week, were better than the former dollar a day rate. Most shops that needed women workers advertised liberally and so got help. In July the office received calls for women to work sorting small scrap iron in a local railroad yard.

As colored men were largely employed there we thought we could get colored women at \$1.75, but there was so much day work that only three would even look at the job, and no one would try it. In September calls came for elevator women, pin setters in a bowling alley, and ushers in a local theatre. These positions attracted a number of applicants and some were filled. In October the tide seemed to turn, as usual for the last three years, and business has been very quiet and no unusual tendencies have appeared since.

Publicity has been given the office during the past year, as heretofore, by monthly reports giving the business transacted at the office, together with a statement of labor conditions as viewed from the work of the office, published in the daily press. The amount of advertising in the newspapers of help wanted has been the smallest in years, due to the limited amount allowed for this item, but a list of positions open are kept posted in the office, so that applicants may see just what kind of help is wanted.

THE WORCESTER OFFICE: 48-52 GREEN STREET.

WILLIAM A. MCCARTHY, *Superintendent.*

Summary of Business from September 15, 1913, to December 31, 1917.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30				Dec. 1, 1916, to Dec. 31, 1917	Total
	1913 ¹	1914	1915	1916		
Offers of positions,	1,822	7,561	10,365	16,515	17,887	54,150
Positions reported filled, . . .	552	3,176	5,150	8,398	9,681	26,957
Persons furnished employment, .	479	2,152	3,156	4,137	4,282	14,206
Persons applied for by employers, .	1,089	4,387	7,316	15,152	16,253	44,197

¹ Office open two and one-half months only in 1913.

The superintendent of the Worcester office reports as follows:—

As the records herein presented are for a period of thirteen months they do not compare strictly with those of the year 1916 for twelve months. However, the figures for the twelve months of the year 1917 show very little change when compared with those for the year 1916.

During the past thirteen months 3,204 individual employers applied for help. Of this number, 1,530 were employers who had patronized the office for the first time, and 1,674 were employers who had also called during previous years. It is very gratifying to state that many of these employers have been patrons since the early months of the establish-

ment of the office. This continued patronage would seem to be an indication that the service rendered has been satisfactory.

One of the most pleasing incidents that has occurred since the opening of the office happened a few months ago, when the owner of a shop employing nearly all skilled help called with his new superintendent, stating that he wanted him to become acquainted with the methods used by the office, as his former superintendent had used it for several years, securing excellent results during that time, and he wanted the same co-operation to continue.

With the entrance of this country into the war, and the withdrawing of large numbers of men from all lines of employment to enter the service of the government, together with the building of new factories and the enlargement of old ones for the manufacture of material to carry on the war, employers soon realized that the securing of sufficient numbers of workers to replace those who had left would require considerable more time and thought than they had ever given it before. The shortage of labor has brought the office more to the attention of employers than anything else could possibly do, and many employers applied to us for help who had never previously done so.

This shortage of help has also developed a method of securing labor which had been advocated for a long time, but to which employers never gave any serious thought until the past few months. The method referred to is to have employers send a representative to the office to interview applicants and hire those found suitable, and those who have tried out this method have secured excellent results and consider it a great improvement over waiting for applicants to apply at the factory for work. Some employers, desiring certain kinds of skilled help, and not wishing to have their names appear in the want columns of the papers, insert advertisements requesting applicants to meet their representative at this office. This latter method is becoming very popular with many large concerns.

The practice of calling employers on the telephone when an exceptional workman applies, to find out if there is an opening for him, which was started early in 1916, is still being carried on with very good results, and has brought about closer co-operation between the employer and the office. Frequently when an employer has been called for such a purpose, although he cannot use the person in question, he gives orders for other help, and the office benefits thereby. A number of concerns in the city make a practice of referring applicants whom they cannot use to this office, and one such concern has had a small card printed stating that if the applicant will call at this office he will be assisted in securing work. It is needless to say that the office appreciates such co-operation.

Of the 4,282 individual persons who secured employment 2,964 were males and 1,318 were females. Of the male persons securing work, 2,542 secured one position and 422 secured more than one; 1,632 were native born and 1,332 foreign born; 1,848 were single and 1,116 were mar-

ried. Of the 1,318 female persons securing positions, 856 secured only one position and 462 secured more than one; 703 were native born and 615 foreign born; while 731 were married and 587 were single.

In the early spring, when the President urged and requested every farmer to increase the acreage planted, and when every farm bureau and society throughout the State were trying to secure the necessary labor for the farmer, the services of this office were offered to the local farm bureau. After a plan of action had been devised by representatives of both offices relative to ascertaining the needs of the farmer in the line of help and the best way to secure the necessary labor, it was decided that the Public Employment Office was the proper place to handle the farm labor problem. When the time arrived, however, to put this plan into action a man from the farm bureau was designated to have charge of the matter, thereby duplicating some of the work that had been done by this office for several years. The results of the duplication of this work lost to the farmers of this section many men, as the only calls received for farmhands during the season were for experienced milkers, and while these were scarce there were large numbers of men who were familiar with farm work, but unable to milk, seeking employment on farms. At the time these men were applying for work on farms, factories and contractors were calling for laborers, and when the men were informed there were no farm jobs, except where milking was required, they accepted other work.

Conditions in the iron and steel industry during the past year changed considerably from that of the previous year. During the entire year 1916 there was an enormous demand for laborers and factory workers for work in munition shops, and this demand kept the labor market in a turmoil, for with one concern bidding against another for this class of help there was a constant shifting of jobs. During the past year, however, this part of the labor market has become more stabilized, and such laborers and factory workers, finding the wage scale about the same in all shops, were content with securing a fairly good job and keeping it.

The demand for first-class machinists and machine specialists during the past year has been enormous, and the wages of such workers have increased by leaps and bounds. Shortly after the entry of this country into the war, government contracts were secured by concerns in this and other sections of the State, and as the government was asking for quick delivery the greatest demand for metal tradesmen ever known was created. The increase in shipbuilding and the scouring of inland cities by shipbuilding concerns in quest of skilled help who might be trained in their work further aggravated the labor problem, and at the present time the demand for metal trades mechanics is the greatest ever known.

During the year, for the first time, work that has always been done by men has been undertaken by women, and now we find that their skill and energy are being used to good advantage in machine shops, where they are found operating lathes, drills, and other machines formerly operated by boys and men. Not only in the machine shop do we find

girls replacing men, but also in the drafting rooms, where their work ranks alongside that of the men. The securing of girls for such places has not been a very difficult matter, as the wages offered have been higher than those paid to girls in lines of work where they have always been employed. The first female elevator operator in this city was supplied by this office, and since then nearly all the large buildings and department stores have placed girls in charge of such work.

Conditions in the textile business were about reverse to what they were in the metal trades regarding help, as the principal call was for semi-skilled workers in preference to skilled ones. Nearly all concerns in the textile business raised wages at the same time, and as the wages and working conditions were similar in the different sections, there was little shifting around by skilled help. In this respect the skilled worker was much in contrast to the unskilled in the card, picker, or finishing room, who, with very little provocation, would leave his work. Mills kept such departments running only with the greatest difficulty, especially during the spring and summer months, on account of the nature of the work and the type of applicants.

Last year I mentioned that young men and recent immigrants had secured positions operating machines in shops on munition work, and although this work was of such a nature that very little skill was required these workers earned high wages. During the year some of the shops having such contracts completed them, thereby throwing on to the labor market large numbers of munition workers who insisted on securing wages similar to what they had been earning. Many of the American-born persons who were formerly engaged in this work have either been called in the draft, or, having realized that they were not capable of earning similar wages in other lines of employment, have accepted positions commensurate with their ability. This cannot be said of the foreigner, who cannot grasp the reason for the high wages formerly paid him, and who insists on securing the same kind of work and the same rate of wages.

The call for stenographers and clerical workers, both male and female, was far greater than any previous year. A large percentage of the calls were for experienced workers, and as such workers are usually steadily employed, about one-half the number wanted was supplied.

Throughout the year but little call was had for garment workers, in comparison with previous years, but the loss of such calls was made up in the increased demand for girls from metal, novelty, and shoe factories.

With topnotch employment in nearly all industries employing female labor, it is not to be wondered at that the call for housemaids far exceeded the number of applicants willing to consider domestic work. The decrease in the number of housemaids seeking employment has been the cause for an increase in the calls for day women, and the supply of women for this work has generally been plentiful, as many women turn to this work when they find it necessary to assist in earning the household expenses. The women seeking this work during the past year have been,

as a rule, younger and far more capable than those who formerly sought such work.

I wish to especially thank the local newspapers for the splendid spirit they have shown towards the office by printing the monthly market letter and other items from time to time throughout the year.

THE FAIR RIVER OFFICE: 182 BANK STREET.

HARRY F. DOWNS, *Superintendent.*

Summary of Business from October 1, 1907, to March 31, 1917.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30										Dec. 1, 1916, to Mar. 31, 1917 ³	Total
	1907	1908	1908	1919	1911	1912	1913 ¹	1914 ¹	1915 ¹	1916 ¹		
Offers of positions.	513	4,269	3,355	2,836	1,925	1,961	1,595	1,367	1,068	1,519	407	20,705
Positions reported filled.	234	2,583	1,541	1,421	1,042	1,041	1,269	1,125	942	1,348	383	12,529
Persons furnished employment.	- ²	1,020	910	945	793	676	410	312	204	238	- ⁴	5,506
Persons applied for by employers.	379	2,951	2,130	1,923	1,640	2,240	1,956	1,462	1,172	1,732	468	18,052

¹ Office closed during August.

² Office discontinued March 31, 1917.

³ No record of detail kept. Office open two months only in 1907.

⁴ No figures available.

EXPENDITURES ON ACCOUNT OF PUBLIC EMPLOYMENT OFFICES, 1917.

The classified expenditures for the maintenance of the four offices during the year ending November 30, 1917, were as follows:—

Maintenance of Offices.

	Boston	Spring- field	Worcester	Fall River ¹	Total
Printing annual report, . . .	\$62.37	\$31.18	\$31.18	\$31.18	\$155.91
Job printing,	402.04	174.67	174.80	42.27	793.78
Postage stamps,	1.00	—	1.00	—	2.00
Stamped envelopes,	5.46	—	24.52	—	29.98
Stationery and supplies, . . .	82.75	37.86	31.21	2.10	153.92
Machine supplies and repairs, . .	20.95	7.50	14.25	—	42.70
Rent,	4,200.00	1,020.00	1,200.00	180.00	6,600.00
Lighting,	265.85	43.23	36.14	2.04	347.26
Telephone and telegraph, . . .	660.66	204.30	149.81	25.35	1,040.12
Advertising,	274.60	49.78	116.01	4.46	444.85
Cleaning materials,	48.47	4.88	42.45	—	95.80
Expressage and teaming,	12.72	2.75	4.23	8.20	27.90
Travel,	126.95	29.93	4.98	3.50	165.36
All other,	105.76	43.85	105.15	25.66	280.42
Salaries (including janitor service), .	15,829.40	5,369.87	4,563.01	432.00	26,194.28
Total,	\$22,093.98	\$7,019.80	\$6,498.74	\$756.76	\$36,374.28
Balance unexpended, . . . . .	. . .	. . .	. . .	. . .	125.72
Appropriation, . . . . .	. . .	. . .	. . .	. . .	\$36,500.00

¹ Expenses are for four months only of the fiscal year, the office being discontinued March 31, 1917.

STATISTICAL TABLES.

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STATISTICAL TABLES.

TABLE I. — *Consolidated Summary of Business of the Four State Offices for the 13-month Period from December 1, 1916, to December 31, 1917.*

CLASSIFICATION.	Males	Females	Totals
Applications from Employers,	-	-	50,047
Individual Employers who Applied for Help,	-	-	12,612
Persons Applied for by Employers,	36,478	26,063	62,541
Offers of Positions,	50,857	29,877	80,734
Positions Reported Filled,	21,577	19,578	41,155
Individuals for whom one Position only was secured, .	11,304	3,552	14,856
Individuals for whom more than one Position was secured,	2,432	2,289	4,721
Total for whom Positions were secured,	13,736	5,841	19,577

TABLE II. — *Summary of Business of the Boston Office from December 1, 1916, to December 31, 1917.*

CLASSIFICATION.	Males	Females	Totals
Applications from Employers,	-	-	24,808
Individual Employers who Applied for Help,	-	-	6,408
Persons Applied for by Employers,	17,008	11,755	28,848
Offers of Positions,	26,990	16,042	43,032
Positions Reported Filled,	9,743	9,004	18,747
Individuals for whom one Position only was secured, .	6,086	2,303	8,389
Individuals for whom more than one Position was secured,	1,179	1,403	2,582
Total for whom Positions were secured,	7,265	3,706	10,971

TABLE III. — *Summary of Business of the Springfield Office from December 1, 1916, to December 31, 1917.*

CLASSIFICATION.	Males	Females	Totals
Applications from Employers,	-	-	12,165
Individual Employers who Applied for Help,	-	-	3,000
Persons Applied for by Employers,	10,742	6,230	16,972
Offers of Positions,	13,756	5,652	19,408
Positions Reported Filled,	7,683	4,661	12,344
Individuals for whom one Position only was secured, .	2,676	393	3,069
Individuals for whom more than one Position was secured,	831	424	1,255
Total for whom Positions were secured,	3,507	817	4,324

TABLE IV. — *Summary of Business of the Worcester Office from December 1, 1916, to December 31, 1917.*

CLASSIFICATION.	Males	Females	Totals
Applications from Employers,	-	-	12,621
Individual Employers who Applied for Help,	-	-	2,204
Persons Applied for by Employers,	8,364	7,889	16,253
Offers of Positions,	9,863	8,024	17,887
Positions Reported Filled,	3,911	5,770	9,681
Individuals for whom one Position only was secured, .	2,542	856	3,398
Individuals for whom more than one Position was secured,	422	462	884
Total for whom Positions were secured,	2,964	1,318	4,282

TABLE V. — *Summary of Business of the Fall River¹ Office from December 1, 1916, to March 31, 1917.*

CLASSIFICATION.	Males	Females	Totals
Applications from Employers,	-	-	453
Individual Employers who Applied for Help,	-	-	-
Persons Applied for by Employers,	279	189	468
Offers of Positions,	248	159	407
Positions Reported Filled,	240	143	383
Individuals for whom one Position only was secured, .	- ²	-	-
Individuals for whom more than one Position was secured,	- ²	-	-
Total for whom Positions were secured,	- ²	-	-

¹ This office was in operation four months only.² No figures available.

TABLE VI. — *Summary of Each Office, Showing Volume*

	CLASSIFICATION.	Working Days	Number of Applications from Employers
1	Boston:		
2	Males,	328	—
3	Females,	328	—
4	Total,	328	24,908
5	Springfield:		
6	Males,	329	—
7	Females,	329	—
8	Total,	329 ¹	12,165
9	Worcester:		
10	Males,	329	—
11	Females,	329	—
12	Total,	329 ¹	12,631
13	Fall River:		
14	Males,	101	—
15	Females,	101	—
16	Total,	101 ²	453
17	Consolidated Totals for Four Offices:		
18	Males,	—	—
19	Females,	—	—
20	Totals,	—	50,047

TABLE VII. — *Consolidated Summary by Months of All the Offices, Showing*

	MONTHS.	Working Days	Number of Applications from Employers
1	December, 1916.	25	3,258
2	January, 1917.	26	3,582
3	February,	23	2,950
4	March,	27	3,940
5	April,	24	2,873
6	May,	26	4,785
7	June,	25 ¹	4,473
8	July,	25	3,992
9	August,	27	4,194
10	September,	24	4,587
11	October,	26	4,046
12	November,	25	3,042
13	December,	25	2,624
14	Totals,	328	50,047

¹ Springfield and Worcester offices had 26 working days in June.

of Business from December 1, 1916, to December 31, 1917.

Aggregate Number of Persons Called for	Daily Average	OFFERS OF POSITIONS		POSITIONS REPORTED FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
17,093	52.11	26,990	82.29	9,743	29.70	37.00	1
11,755	35.84	16,042	48.91	9,004	27.45	76.80	2
28,848	87.95	43,032	131.20	18,747	57.15	64.99	3
10,742	32.65	13,756	41.81	7,683	23.35	71.52	4
6,230	18.94	5,652	17.18	4,661	14.17	74.82	5
16,972	51.59	19,408	58.99	12,344	37.52	72.73	6
8,364	25.42	9,863	29.98	3,911	11.89	46.76	7
7,889	23.98	8,024	24.39	5,770	17.54	73.14	8
16,253	49.40	17,887	54.37	9,681	29.43	59.56	9
279	2.76	248	2.46	240	2.38	86.02	10
189	1.87	189	1.87	143	1.42	75.66	11
468	4.63	407	4.03	383	3.80	81.84	12
26,478	112.94	50,857	156.54	21,577	67.32	59.15	13
26,063	80.63	29,877	92.05	19,578	60.58	75.12	14
62,541	193.57	80,784	248.59	41,155	127.90	65.80	15

Volume of Business from December 1, 1916, to December 31, 1917.

Aggregate Number of Persons Called for	Daily Average	OFFERS OF POSITIONS		POSITIONS REPORTED FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
4,102	164.08	5,127	205.08	2,689	107.56	65.55	1
4,391	168.88	5,850	225.00	2,988	114.92	68.05	2
3,652	158.78	4,755	206.74	2,524	109.74	69.11	3
4,732	175.26	5,710	211.48	2,967	109.89	62.70	4
5,507	229.46	6,766	281.50	3,396	141.50	61.67	5
5,806	223.81	7,353	282.81	3,784	145.54	65.17	6
5,705	223.71	7,539	296.52	3,803	149.02	66.66	7
5,118	204.72	6,892	275.68	3,277	131.08	64.03	8
5,306	196.62	6,718	248.81	3,516	130.22	66.26	9
5,667	226.13	6,985	291.04	3,333	128.88	58.81	10
5,094	195.92	7,049	271.12	3,434	132.08	67.41	11
3,944	157.76	5,462	218.48	3,052	122.08	77.38	12
3,517	140.68	4,538	181.62	2,392	95.68	68.01	13
62,541	193.57	80,784	248.59	41,155	127.90	65.80	14

* The figures for Fall River are for four months only, as the office was discontinued March 31, 1917.

TABLE VIII. — *Classification, by Occupations, of Persons Called for and*

	CLASSIFICATION.	BOSTON	
		Persons Called for	Positions Filled
1	Skilled Labor:	8,184	5,446
2	Clay, Glass and Stone,	36	15
3	Chemical,	128	63
4	Clothing industries except footwear,	647	333
5	Engineers, mechanical,	-	2
6	Engineers, stationary,	259	111
7	Firemen, stationary,	679	405
8	Iron, Steel and other metal workers,	1,026	754
9	Food, Liquor, Beverages, and Tobacco,	307	163
10	Lumber and Furniture,	103	49
11	Textiles,	174	123
12	Leather, Rubber, and Allied Products,	383	213
13	Miscellaneous manufacturing,	572	383
14	Building and Construction trades,	1,565	1,138
15	Machinists, Millwrights, and Toolmakers,	546	747
16	Molders, Founders, and Furnacemen,	233	184
17	Pressmen and Feeders,	839	378
18	Compositors and Linotype Operators,	263	153
19	Bookbinders,	178	113
20	Miscellaneous mechanical trades,	257	126
21	Unskilled Labor:	15,421	10,647
22	Agricultural laborers,	431	303
23	Day Laborers and Casual Workers,	2,480	1,793
24	Day workers (women),	3,900	3,613
25	General Household Servants and Chambermaids,	1,158	803
26	Kitchen Workers, Waiters, Waitresses, and Cooks,	5,028	3,068
27	Hospital and Institution employees,	833	467
28	Miscellaneous Domestic and Personal service,	1,541	580
29	Transportation,	699	176
30	Mercantile Trade,	3,133	1,381
31	Clerical,	1,699	1,017
32	All other unclassified,	143	76
33	Totals,	23,846	15,767

Positions Filled from December 1, 1916, to December 31, 1917.

SPRINGFIELD		WORCESTER		FALL RIVER		TOTALS		
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	
3,140	1,940	5,447	2,598	5	1	16,776	9,985	1
8	2	19	6	—	—	63	23	2
35	23	42	17	—	—	205	102	3
93	25	185	70	—	—	925	427	4
—	—	—	—	—	—	—	2	5
33	6	133	52	—	—	425	169	6
98	52	303	138	2	1	1,082	596	7
834	595	2,377	1,260	—	—	4,236	2,609	8
101	38	90	37	—	—	498	237	9
152	105	125	44	—	—	380	198	10
48	9	839	407	3	—	1,064	539	11
20	13	184	51	—	—	587	276	12
419	226	260	123	—	—	1,260	731	13
985	739	661	315	—	—	3,211	2,192	14
71	14	88	39	—	—	705	800	15
150	66	61	23	—	—	444	272	16
37	9	11	2	—	—	877	389	17
10	3	5	2	—	—	278	157	18
22	7	—	—	—	—	200	119	19
24	8	55	13	—	—	336	147	20
12,191	9,423	9,298	6,674	449	376	37,359	26,920	21
1,252	834	637	324	—	—	2,320	1,461	22
3,956	3,449	1,051	689	254	231	7,741	6,162	23
4,333	4,195	4,984	4,741	157	123	13,434	12,672	24
750	142	1,225	264	20	5	3,153	1,214	25
1,043	466	670	217	9	8	6,750	3,779	26
279	121	334	102	6	6	1,442	696	27
578	216	397	137	3	3	2,519	936	28
694	422	327	167	4	—	1,434	773	29
574	345	485	172	9	6	4,261	1,964	30
165	68	473	185	—	—	2,136	1,279	31
206	140	223	85	1	—	575	303	32
16,972	12,344	16,253	9,681	468	383	62,541	41,155	33

TABLE IX. — *Daily Averages of "Persons Called for" and "Positions Reported Filled" from December 1, 1916, to December 31, 1917.*

MONTHS.	PERSONS CALLED FOR				POSITIONS REPORTED FILLED			
	Boston	Spring-field	Worcester	Fall River	Boston	Spring-field	Worcester	Fall River ¹
December, . . .	66	47	45	6	45	32	26	5
January, . . .	73	41	50	5	51	30	29	4
February, . . .	73	40	40	5	49	30	27	4
March, . . .	81	46	45	3	50	31	26	3
April, . . .	109	60	61	-	65	43	34	-
May, . . .	110	57	56	-	70	42	34	-
June, . . .	112	60	53	-	72	44	34	-
July, . . .	95	60	50	-	60	43	29	-
August, . . .	93	59	44	-	60	44	27	-
September, . . .	115	61	60	-	61	44	34	-
October, . . .	90	57	49	-	58	43	31	-
November, . . .	71	42	45	-	59	34	29	-
December, . . .	56	40	44	-	43	28	25	-
Averages, . . .	88	52	49	5	57	38	29	4

¹ Fall River office was discontinued March 31, 1917.

SECTION 2. The director of said bureau shall appoint for each of the offices provided for in the preceding section a superintendent who shall, under the direction of said director, perform the duties hereinafter set forth or such as he may require. The director may also appoint an assistant superintendent and such clerks as he may deem necessary for the proper conduct of the business of said employment offices. The furniture and fixtures of said employment offices shall be provided by the sergeant-at-arms in the manner and under the restrictions specified in section four of chapter ten of the Revised Laws for buildings or parts of buildings leased to the commonwealth. The location of each office established under the provisions of this act shall be plainly indicated by a proper sign or signs.

SECTION 3. The superintendents of said employment offices shall receive applications from those seeking employment and from those desiring to employ, and shall register them in such manner as may be prescribed by the director of said bureau, and shall take such other action as the director may deem best to promote the purposes of said offices.

SECTION 4. No fees, direct or indirect, shall in any case be taken from those seeking the benefits of said employment offices. Any superintendent or clerk who directly or indirectly charges or receives any fee in the performance of his duties shall be punished by a fine of not more than one hundred dollars or by imprisonment in jail for a term not exceeding thirty days, and shall be disqualified from holding further connection with said office.

SECTION 5. In registering applications for employment and for employees wanted, preference shall be given to residents of the commonwealth.

SECTION 6. Each superintendent shall make to the director of said bureau such reports of applications for labor or employment and of other details of the work of his office as the director may require. The director shall cause reports showing the business of the several offices to be prepared at regular intervals and to be exchanged among the said offices, and shall supply them to the newspapers and to citizens upon request; and the several superintendents shall cause such reports to be posted in a conspicuous place in their offices so that they may be open to public inspection.

SECTION 7. There shall be allowed and paid out of the treasury of the commonwealth, upon the approval of the director of the bureau, for salaries and for contingent expenses in connection with the establishment and maintenance of free employment offices as herein provided for, such sum as the general court may annually appropriate therefor. The annual salary of the superintendents and of such clerk as may be appointed in each office to act as chief clerk or assistant superintendent shall be fixed by the director of said bureau subject to the approval of the governor and council.

SECTION 8. The director of the bureau of statistics is hereby authorized to furnish weekly to the clerks of all cities and towns in the commonwealth printed bulletins showing the demand for employment, classified by occupations to such extent as may be practicable and indicating the city or town in which the employees are wanted. Such information shall be based upon the applications for employees made at the free employment offices under the jurisdiction of said bureau.

SECTION 9. Every city and town clerk shall post the lists received as aforesaid in one or more conspicuous places in the city or town. A city or town clerk who fails to comply with the provisions of this section shall be punished by a fine not exceeding ten dollars.

PUBLICATIONS OF THE BUREAU OF STATISTICS.

This Bureau now issues four separate annual reports relating respectively to:

(a) The Statistics of Labor (Pub. Doc. 15).

Containing statistical and other information relating especially to labor affairs. This report is issued in parts during the year which are styled Labor Bulletins.

(b) The Statistics of Manufactures (Pub. Doc. 36).

Containing statistics of capital invested, materials used, wages paid, value of product, etc.

(c) The Statistics of Municipal Finances (Pub. Doc. 79).

Containing statistics pertaining to the cost of municipal government in Massachusetts, revenue, maintenance, interest payments, and municipal indebtedness.

(d) The Public Employment Offices (Pub. Doc. 80).

Containing statistical tables and descriptive matter relative to the work of the offices maintained under the jurisdiction of this Bureau in Boston, Springfield, and Worcester.

Besides these annual publications the Bureau issues from time to time:

(a) The Municipal Bulletin.

Containing matter relating to municipal affairs, especially finances, and intended to promote a sound and efficient administration of city and town government in Massachusetts.

(b) The Decennial Census.

The Decennial Census of the Commonwealth for 1906 was published complete in four volumes: now out of print. Publication of Bulletins embodying the results of the Census of 1916 are in course of preparation.

Sec 162.0.11

Public Document

No. 80

The Commonwealth of Massachusetts

Department of Labor and Industries

E. LEROY SWEETSER, Commissioner

Division of Statistics

ROSWELL F. PHELPS, Director

THIRTEENTH ANNUAL REPORT

ON THE

PUBLIC EMPLOYMENT OFFICES

FOR THE YEAR

1919



BOSTON
WRIGHT & POTTER PRINTING COMPANY
STATE PRINTERS
1920

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The Commonwealth of Massachusetts

DEPARTMENT OF LABOR AND INDUSTRIES

E. LEROY SWEETSER, COMMISSIONER

DIVISION OF STATISTICS

ROSWELL F. PHELPS, Director

Rooms 463-469, State House, Boston

PUBLIC EMPLOYMENT OFFICES.

The three State Public Employment Offices, formerly administered by the Director of the Bureau of Statistics, were transferred on December 1, 1919, to the Department of Labor and Industries established by Chapter 350 of the General Acts of 1919. For administrative purposes these offices are attached to the Division of Statistics of this Department and are under the immediate supervision of the Director of that Division. The offices are located, respectively, at 8 Kneeland Street, Boston; corner of Water and Worthington Streets, Springfield; and 48-52 Green Street, Worcester.

The law governing the establishment of Public Employment Offices in Massachusetts was originally Chapter 435 of the Acts of 1906, which, with subsequent amendments, was included in Chapter 514 of the Acts of 1909, entitled "An Act to codify the Laws relating to Labor." Sections 1 to 9, inclusive, of this act relating to Public Employment Offices are as follows: —

SECTION 1. There shall be established and maintained, under the care and direction of the director of the bureau of statistics,¹ in such cities as may be selected after proper investigation by said director, and with the approval of the governor and council, employment offices for the purpose of bringing together those who seek employment and those who desire to employ.

SECTION 2. The director of said bureau shall appoint for each of the offices provided for in the preceding section a superintendent who shall, under the direction of said director, perform the duties hereinafter set forth or such as he may require. The director may also appoint an assistant superintendent and such clerks as he may deem necessary for the proper conduct of the business of said employment offices. The furniture and fixtures of said employment offices shall be provided by the sergeant-at-arms in the manner and under the restrictions specified in section four of chapter ten of the Revised Laws for buildings or parts of buildings leased to the commonwealth. The location of each office established under the provisions of this act shall be plainly indicated by a proper sign or signs.

¹ On December 1, 1919, the State Public Employment Offices were transferred to the Department of Labor and Industries in accordance with the provisions of Section 69 of Chapter 350 of the General Acts of 1919, and the Commissioner of Labor and Industries is charged with the administration of these offices.

The Commonwealth of Massachusetts
DEPARTMENT OF LABOR AND INDUSTRIES
DIVISION OF STATISTICS

THIRTEENTH ANNUAL REPORT

ON THE

PUBLIC EMPLOYMENT OFFICES

FOR THE YEAR

1919

By

THE DIRECTOR OF THE DIVISION OF STATISTICS



BOSTON
WRIGHT & POTTER PRINTING CO., STATE PRINTERS
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1920



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THIRTEENTH ANNUAL REPORT ON THE PUBLIC EMPLOYMENT OFFICES.

INTRODUCTION.

The statistical data presented in this report have reference to the activities of the three State Public Employment Offices in Massachusetts located, respectively, at Boston, Springfield, and Worcester, and cover the operations of these offices during the calendar year 1919. These data, and more particularly the number of actual placements made, record the service rendered by these offices to employers and applicants for employment during the year. Inasmuch as the general employment conditions in the industries of the State are reflected in the work of the offices, a brief review of the labor market during the year is included in the introduction to this report.

1. THE LABOR MARKET IN 1919.

Following the signing of the armistice, on November 11, 1918, there was some curtailment of business activity in those industries which were immediately affected by the cancellation of war contracts. In some localities large numbers of employees who had been engaged in the production of munitions, army clothing, and other war materials were thrown out of employment, and during the first three months of the year 1919, there was an actual surplus of labor in contrast with the very marked undersupply during the greater portion of the previous year. Nevertheless, the transition from a war to a peace basis in nearly all of the principal industries in Massachusetts was accomplished without any very serious flooding of the labor market, notwithstanding the return to industry of a steady stream of men who were being discharged from military and naval service. Inactivity in the building

industry continued during the early months of the year, although war-time restrictions which had been imposed by the Government had been removed. At the end of June reports showed a marked increase in the demand for labor in nearly all of the important industries and trades, and in the building trades in which there had been an oversupply of labor there was an actual shortage of excavators, building laborers and others who were required in the preliminary work of construction. Conditions in the labor market during the summer months were somewhat disquieting because of the occurrence, in rapid succession, of strikes, several of which were of large magnitude and seriously affected the public welfare. Early in September the demand for labor increased materially, and industrial activity continued unabated throughout the remainder of the year except in industries, such as the building trades, in which operations are usually in part suspended upon the approach of winter.

2. BUSINESS ACTIVITY AT THE STATE OFFICES.

In the following table the principal data relative to the activities of the three State offices, considered as a group, are presented for the year 1919, with corresponding data for 1918. Information with reference to the work of the several offices appears in the reports of the respective superintendents in charge and in the detailed statistical tables at the end of this report.

Consolidated Summary of Business of the Three State Offices during the Year ending December 31, 1919, with Comparative Data for 1918.

CLASSIFICATION.	1919			1918	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1918)	
Applications from Employers,	-1	-1	43,433	44,812	-3.08
Individual Employers who Applied for Help.	-1	-1	11,457	10,738	+6.70
Persons Applied for by Employers, . .	33,066	25,189	58,255	62,558	-6.88
Offers of Positions,	39,860	26,864	66,724	77,699	-14.13
Positions Reported Filled,	19,592	18,023	37,615	39,735	-5.33
Individuals for whom one Position only was secured.	9,948	2,094	12,042	16,926	-28.86
Individuals for whom more than one Position was secured.	3,873	2,180	6,053	4,493	+34.72
Total for whom Positions were secured,	13,821	4,274	18,095	21,419	-15.82

¹ Not applicable.

During the year, 43,433 applications for help were received from employers, as compared with 44,812 applications in 1918, showing a decrease of 3.1 per cent, but the number of individual employers who applied for help increased from 10,738 in 1918 to 11,457 in 1919, or 6.7 per cent. The extent to which the employers were served by the offices is indicated by the following facts. The total number of persons applied for by employers in 1919 was 58,255, and the total number of positions reported filled was 37,615. It appears, therefore, that 64.6 per cent of the employers' requisitions in 1919 were filled, which percentage is slightly in excess of the corresponding percentage (63.5) in 1918. Of the 66,724 offers of positions to applicants during the year, 37,615, or 56.4 per cent, were filled, as compared with 51.0 per cent in 1918.

The total number of placements made by the three State offices during the year was 37,615, as compared with 39,735 filled during the year 1918, showing a decrease of 5.3 per cent. The total number of individuals for whom positions were found during the year was 18,095, for 12,042 of whom one

position only was secured and for 6,053 more than one position was secured. It may be observed in this connection that the number of individuals for whom only one position was secured in 1919 was less by 28.9 per cent than the corresponding number in 1918, while the number for whom more than one position was secured in 1919 was greater by 34.7 per cent than the corresponding number in 1918. This increase in the number of "repeaters" was due in part to the fact that early in 1919 there was a larger surplus of unskilled labor in the market for whom temporary positions were secured.

The following summary table shows, for the fiscal year ending November 30, 1919, the expenditures on account of the three public employment offices, the number of "placements" (positions furnished to applicants), and the per capita cost of the placements made, and similar data for the fiscal year ending November 30, 1918, are also presented for purposes of comparison.

Expenditures, Number of Placements, and Per Capita Cost of Placements for the Public Employment Offices in Massachusetts during the Fiscal Years 1918 and 1919.

OFFICES.	EXPENDITURES ¹		NUMBER OF PLACEMENTS ¹		PER CAPITA COST OF PLACEMENTS ¹	
	1918	1919	1918	1919	1918	1919
Boston,	\$23,029 65	\$24,653 81	17,675	16,841	\$1 30	\$1 46
Springfield,	8,576 61	11,630 03	11,644	12,472	74	93
Worcester,	6,815 60	7,451 21	9,061	8,588	75	87
Totals,	\$38,421 86	\$43,735 05	38,380	37,901	\$1 00	\$1 15

¹ For the fiscal year ending November 30.

Based on the total expenditures on account of the public employment offices the per capita cost of placement for the three offices, considered as a group, was \$1.15 in 1919, as compared with a per capita cost of \$1.00 in 1918. The increase was due almost wholly to necessary increases in salaries, rentals, and telephone service.

No effort is made to compare the per capita cost of placements by the Massachusetts offices with corresponding costs

for public employment offices in other states, because such comparisons would prove misleading. In some states office quarters are furnished in public buildings and the expenditures for rent, telephone service and other contingent expenses are not included in the cost of operation of the offices, whereas in the case of the Massachusetts offices all of these items are included in the statement of expenditures. Furthermore, the definition of the term "placements" as used in the several states varies. Thus in Massachusetts only those persons who are definitely known to have been engaged by the employer to whom they were referred have been recorded as placed, whereas in certain other states all persons who are referred to positions, whether actually known to have been engaged by the employer or not, are recorded as placed.

3. PLACEMENT OF SOLDIERS, SAILORS, AND MARINES.

After the signing of the armistice, the procuring of positions for discharged soldiers and sailors became one of the principal problems which the Superintendents of the Public Employment Offices had to solve. Fortunately, however, a large number of non-commercial employment agencies were organized for the express purpose of finding positions for ex-service men, among which agencies, those established by the American Legion were signally successful in this branch of work.

On January 22, 1919, the following order was passed by the Senate:

Ordered, That the Director of the Bureau of Statistics be requested to investigate as to what further legislation or appropriations may be necessary or advisable in order to render the employment offices under his direction adequate to co-operate with existing agencies in finding employment for returning soldiers and sailors, and to report his recommendations to the Senate as early as practicable.

In his reply, Mr. Gettemy, then Director of the Bureau of Statistics, reported, in part, as follows:

The order of the Senate requests information as to the need of further appropriations. If by this is meant a special appropriation solely for the purpose of effecting co-operation between the State Public Employment Offices and other existing agencies in the particular matter of finding

employment for soldiers and sailors and in addition to the regular appropriation for the maintenance of these offices for the current year which is now before the Legislature for consideration, none, so far as I can see, is necessary. In so stating, however, I by no means wish to imply that an appropriation may not properly and advantageously be made for use in connection with other funds in promoting the employment of soldiers and sailors by some organization created and equipped for this particular purpose and having no other functions to perform, and with which the State Employment Offices may be depended upon to continue to most cordially co-operate. Nor would I have it inferred that these State offices are fully equipped at the present time to meet the demands even of normal times to the maximum of their possibilities for usefulness and that there is not ample opportunity for broadening the scope of their activities and need of organizing them on a basis of more scientific, intensive service to employers and workers alike, with respect to which I have, indeed, called attention from time to time in my annual reports. This need, which is permanent and only incidentally connected with the existing situation, can be met at any time it is deemed wise and expedient by the Legislature to make adequate financial provision for it.

The General Appropriation Bill (Special Acts, 1919, Chapter 153), which was approved by the Governor on April 23, 1919, included an item of \$9,000 to provide for the present employment emergency and to assist returning soldiers and sailors in obtaining employment, to be expended in addition to the regular appropriation for the Public Employment Offices. Of the \$9,000 appropriated, the sum of \$2,533.23 was expended, during the fiscal year ending November 30, 1919, for the purpose indicated, leaving a balance at the end of the fiscal year of \$6,466.77. Of the amount (\$2,533.23) which was expended, \$1,372.54 was for the services of additional registrars in the three offices and of field agents who visited employers primarily for the purpose of inducing them to add ex-service men to their force wherever possible. In addition to the expenditures for salaries, the sum of \$1,160.69 was expended principally for advertising in the daily press, urging employers to give preference in employment to discharged soldiers, sailors, and marines. It is hoped that the balance of the appropriation will be made available for continuing the work of finding positions for ex-service men, large numbers of whom continue to apply for positions at the State offices and at other non-commercial offices in the State which are engaged in this branch of work.

4. CO-OPERATION WITH THE UNITED STATES EMPLOYMENT SERVICE.

In July, 1918, the United States Employment Service began to greatly increase its functions throughout the country in order to meet the war emergency then existing, and the Director of the Bureau of Statistics, Mr. Charles F. Gettemy, who was then in charge of the State Public Employment Offices, was commissioned by the United States Department of Labor as Associate Federal Director for Massachusetts of the United States Employment Service. The number of Federal offices in the State was rapidly increased until March, 1919, when the maximum number was 32.

From the beginning of the period of expansion of the United States Employment Service, arrangements were made for co-operation between the United States Service and the State Public Employment Offices, and this relationship was continued until April 7, 1919, when official relations with the Federal service were terminated and Mr. Gettemy resigned as Associate Federal Director of the United States Employment Service.

Because of the failure of Congress to make provision for a sufficient appropriation for the continuance of the large number of Federal offices which had been established throughout the country, it was found necessary to discontinue nearly all of the offices, except those toward which local civic organizations and philanthropic citizens contributed in large measure for their support. For the most part, the offices which were continued were those engaged in the placement of soldiers and sailors. They were granted the use of the franking privilege, and in a number of instances continued to use furniture which had been originally provided by the United States Employment Service.

In January, 1920, arrangements were again made for co-operation between the United States Employment Service and the Massachusetts Public Employment Offices. The agreement between the Director General of the United States Employment Service and the Commissioner of Labor of the Massachusetts Department of Labor and Industries, who, since

December 1, 1919, has administered the Public Employment Offices in this State, provides for the payment of salaries of two Federal employees attached to the United States Employment Service staff, who have been assigned to Massachusetts and who are working under the direction of the Commissioner of Labor in this State. One of these Federal employees is now stationed in Boston and has charge of the preparation of a certain number of clearance and other reports, which are sent to Washington, and is custodian of a large quantity of furniture which formerly was used in the Federal offices in Massachusetts. The other Federal employee is stationed at Springfield at the State Public Employment Office, and is engaged principally in field work, consisting of plant visitation for the purpose of acquainting employers in the western part of the State with the work of the Employment Service.

This plan of co-operation is proving very satisfactory and it is proposed, in the event of a further appropriation by Congress for the use of the United States Employment Service, to establish an effective interstate clearance system.

5. ORGANIZATION AND PERSONNEL.

In July, 1919, Mr. Charles F. Gettemy, who, as Director of the Bureau of Statistics, had administered the public employment offices for twelve years, and under whose direction they had been brought to a high standard of efficiency, resigned to accept a position as Assistant Federal Reserve Agent of the Boston Federal Reserve Bank. His successor, Mr. George A. Bacon, who served, *ad interim*, as Director of the Bureau of Statistics, until its functions were transferred, on December 1, 1919, to new departments created by the so-called "Consolidation Act" (General Acts, 1919, Chapter 350), was in charge of these offices. Section 69 of this Act provided, in part, that,

. . . All the rights, powers, duties and obligations . . . of the bureau of statistics, or the director thereof, with respect to collecting, arranging and publishing statistical information relative to the commercial and industrial condition of the people, and the productive industries of the commonwealth, usually designated as the statistics of labor and manufactures, and with respect to the establishment and maintenance of

public employment offices and with respect to all matters not otherwise provided for by this act, are hereby transferred to and shall hereafter be exercised and performed by the department of labor and industries, established by this act, which shall be the lawful successor . . . of said bureau of statistics, and the director thereof, with respect to the said rights, powers, duties and obligations. . . .

In accordance with the provisions above cited, the administration of the Public Employment Offices became one of the functions of the new Department of Labor and Industries, of which department General E. Leroy Sweetser was appointed the executive and administrative head. In organizing the department into divisions, as provided in Section 71 of the "Consolidation Act," General Sweetser assigned the administration of the Public Employment Offices to the Division of Statistics of which the undersigned was appointed the Director. At the request of Mr. Gettemy and Mr. Bacon, each of whom administered the Public Employment Offices during a portion of the calendar year 1919, this report has been prepared by the successor to certain of their former duties, and has been submitted to them for their approval.

ROSSELL F. PHELPS,

*Director, Division of Statistics,
Department of Labor and Industries.*

REPORTS OF THE SEVERAL OFFICES.

THE BOSTON OFFICE: 8 KNEELAND STREET.

G. HARRY DUNDERDALE, *Superintendent.**Summary of Business from December 1, 1909, to December 31, 1919.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30								Dec. 1, 1916, to Dec. 31, 1917 ¹	Jan. 1 to Dec. 31, 1918	Jan. 1 to Dec. 31, 1919	Total (10 Yrs., 1 Mo.)
	1909	1910	1911	1912	1913	1914	1915	1916				
Offers of positions, .	32,432	41,630	47,688	61,051	58,324	37,117	30,532	42,506	43,032	40,493	34,265	469,070
Positions reported filled.	13,034	15,478	15,806	19,554	20,971	15,724	14,491	19,120	18,747	18,125	16,885	187,935
Persons furnished employment.	8,327	9,262	10,112	12,216	12,961	9,148	8,416	10,774	10,971	11,743	10,235	114,185
Persons applied for by employers.	17,404	21,425	22,816	26,749	26,956	19,453	17,847	29,172	28,848	28,812	28,272	267,754

¹ Covering a period of 13 months.

The following are extracts from the annual report of the Superintendent of the Boston office: —

As was to be expected, the first year after the signing of the armistice brought a natural reaction after three previous years of intense activity in employment work, and the unsettled conditions arising from the readjustment of industry to a peace basis were consequently reflected in the work of this office. During the war period the question of obtaining help had been uppermost in the minds of manufacturers, especially those who had government contracts. The highways and byways, time and again, were thoroughly combed for men and women, youths and young girls, who could assist in turning out the tremendous production necessary for the conduct of the war.

Immediately after the signing of the armistice, contracts for government work were curtailed or cancelled, and the employers began a weeding-out process of the less desirable employees. The standing orders for help were cancelled, and soon a period of lull in employment work ensued, with spasmodic increases in business, particularly after the middle of January and during February.

Many employers, who during the war period had found it necessary to pay wages which they considered excessively high, after the signing of the armistice began to place orders offering lower wages than formerly in order to reduce their pay rolls; other employers, while not reducing wages, raised the standard of qualifications and insisted that only first-class skilled workmen be sent them. Furthermore, many concerns which had been operating their plants on an eight-hour shift basis increased the number of hours per shift, thereby reducing the hourly rates of wages

paid to their employees. Under these conditions the work of the registrars at the Boston office became very difficult, requiring the exercise of greater care than usual in the filling of employers' orders and of special tact in interviewing applicants for positions. The indignation of applicants at the reduced wages offered and increased hours of labor was frequently vented on the registrars, who were in no sense responsible for the less attractive positions offered.

Obviously, it is not the function of registrars of employment to regulate wages and hours and conditions of labor, which are matters of personal agreement between the employer and the applicant. The registrar, however, must secure all necessary information pertaining to positions offered in order that the applicant may know definitely the terms offered before he leaves the office to visit the employer.

In those cases where employers offer wages below the prevailing rate and there is a big demand for a particular class of help at a higher figure, it is the duty of the registrar to inform such employers that owing to the large demand for such help it may be impossible to fill their orders at the wages offered. Should they, nevertheless, insist upon placing their orders at the lower rates, their orders are entered and applicants are advised of the positions offered. Naturally, if the office is unable to supply employers with the help needed, they are inclined to complain of lack of attention, but after being further advised as to the condition of the labor market they usually change their offers to agree more nearly with the prevailing rates. This procedure as outlined above is one that should be sharply distinguished from officious intermeddling in the matter of regulating wages and hours and working conditions.

In January conditions in the labor market were in distinct contrast with those which had existed for a period of nearly three years. Previously there were "jobs wanting men," and any one who could aid in production was employed immediately at high wages. Now there were "men wanting jobs," but the wages offered in some instances were considerably lower than those previously paid. This caused much dissatisfaction among the applicants, who claimed that the cost of living had continued to rise and that the wages previously received were necessary in order that they might provide adequately for themselves and their dependents. Many times, during the early months of the year, the applicants would not accept the positions offered because they thought that if employers found they could not obtain employees at the wages offered, they would consent to pay the former rates.

The employers, although in need of men, were not willing to pay war rates if they could possibly avoid doing so, and offered wages that were but little higher than those paid prior to the war; later, when it became evident that employers would not pay the higher rates demanded, some of the applicants who had families dependent upon them accepted the positions offered them.

Manufacturers at this time became very particular about the class of

men they secured. In the skilled trades only those men who were best qualified were taken, and many employees who were not strictly qualified to perform the work they had done previously were obliged to accept helpers' positions, or to do other work which they might be able to do more acceptably.

The turnover of labor during the war period was at an abnormally high rate, and was due to the practice of many firms in bidding against each other in the matter of wages to secure the help required, and to the frequent changes in positions by wage-earners who were attracted by the opportunities for securing increases in wages.

While a large labor turnover in the many concerns hiring their employees through the Boston office results in more business for the office, it is not the purpose of the office to stimulate labor overturn, but rather to reduce it to a minimum by a careful selection of suitable persons to fill permanently the positions offered.

The records of the office for the year 1919 show a decrease in the number of positions offered, the number of positions reported filled, the number of persons furnished employment, and the number of persons applied for by employers when compared with corresponding data for the years 1916, 1917 and 1918. This falling off in business in 1919 may be in part explained by the fact that, when large numbers of people were thrown out of employment by the stoppage or curtailment of government work after the signing of the armistice, many of them went directly to the factories and other places of employment in order to find positions, instead of first making application at the employment offices, and employers no longer needed to send their representatives to an employment office, but kept them at the factories to interview the applicants for employment who came there unsolicited.

Although the decrease in the "number of persons wanted" by employers does not show as much of a decline as the number of orders for help, it shows that employers were in need of large numbers of employees, particularly of women and girls for factory work. During the last four months of the year the demand for women and girls was abnormally large, and there was scarcely a line of business employing women and girls from which there did not come insistent calls for more of these employees. Notwithstanding the fact that thousands of women and girls had been employed on war work which ended practically at the time of the signing of the armistice or shortly afterwards, there continued to be a shortage of this class of help. This was contrary to expectations, and many persons conversant with employment work were at a loss to determine how and in what industries these employees had been absorbed.

A comparison of the number of "positions reported filled" during the year with the corresponding number for 1917 and 1918 shows that there was a decrease in the latter year. This decrease was not due to any lack of zeal on the part of the office force, but rather to the difficulty encountered in finding positions for applicants during the reconstruction period.

During the year 5,374 individual employers patronized the office, showing an increase of 74 employers as compared with the number in 1918. The number of applications from employers outside of Massachusetts was 123, and these applications came from Maine, New Hampshire, Vermont, Rhode Island, Connecticut, New York, New Jersey, North Carolina, West Virginia, Florida, Michigan, Illinois, and Bermuda.

The total number of individual applicants for whom *one position only* was secured was 6,582, of whom 66 per cent, or 4,344, were native born, and 34 per cent, or 2,238, were foreign born. The total number of applicants for whom *more than one* position was secured was 3,653, of whom 57 per cent, or 2,082, were native born, and 43 per cent, or 1,571, were foreign born.

PLACEMENT OF SOLDIERS, SAILORS AND MARINES.

An appropriation having been granted for the purpose of securing employment for returned soldiers, sailors, and marines, advertisements were inserted in the papers from time to time calling attention to the fact that there were hundreds of ex-service men looking for work and requesting the employers to find positions for these men in their establishments. Field agents, whose duty it was to call upon employers primarily for the purpose of securing positions for the ex-service men, were also appointed, but they were authorized also to receive other orders for help. During the period while these agents were thus employed they visited 2,421 firms and secured 546 positions for employees (299 for males and 247 for females).

The following is the record of the work done by the Boston office in the placement of ex-service men during the year 1919.

1919	Number of Applicants	Referred to Positions	Number of Men Placed
January,	1,443	163	73
February,	1,222	110	25
March,	1,207	98	43
April,	942	129	50
May,	879	178	68
June,	782	276	87
July,	1,291	166	66
August,	1,409	161	62
September,	1,400	191	74
October,	1,736	301	131
November,	1,658	246	126
December,	1,782	301	141
	15,841	2,320	946

The small number of positions secured by service men, as compared with the number of men sent to places, shows what a difficult task it was to place many of them in permanent positions. The men would first visit the various agencies which had been established for the special purpose of finding positions for them, and if they were unable to secure a desirable position at these agencies, they would then visit the State office as a last resort.

When conversing with these men as to the position desired, some of them did not hesitate to say that they expected to secure a better position than that held by them before they entered the service, and that they considered themselves entitled to special consideration on account of their service to the country. This view was only natural, and, indeed, the men were to be commended for their desire to improve their status in industry. They failed, however, to bear in mind that although their war experience had given them a broader vision of life, yet such experience could not be applied in any practical way to the business of earning a livelihood.

Many of these men had seen active service and lived in the open for nearly two years, and a number of them who had taken an indoor position in good faith found the confinement intolerable, and felt that they must work out of doors or "suffocate," as some expressed it. In many instances they summarily left their places of employment without even informing their employers why they had done so, believing that it would be almost impossible to explain to the employers their seemingly abnormal state of mind. Consequently, these employers were disinclined to employ other ex-service men.

From time to time it was reported in the press that some employers had refused to re-employ men who left their employ to enter military or naval service. This may have been true in a few instances, but it was the experience at the Boston office that there was a ready response from employers when requested to hire returned service men, and that where one employer refused to do so, there were scores willing to employ them. In fact there were few firms in the city that did not employ at least one ex-service man.

THE SPRINGFIELD OFFICE: 47-49 WATER STREET.

CHESTER W. ALLEN, *Superintendent.**Summary of Business from December 1, 1909, to December 31, 1919.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30								Dec. 1, 1916, to Dec. 31, 1917	Jan. 1 to Dec. 31, 1918	Jan. 1 to Dec. 31, 1919	Total
	1909	1910	1911	1912	1913	1914	1915	1916				
Offers of positions,	5,753	6,626	8,559	11,077	2,372	7,913	9,615	17,617	19,408	19,687	18,201	136,828
Positions reported filled.	3,166	3,675	4,310	5,392	6,325	4,685	6,106	10,999	12,344	12,576	12,287	81,865
Persons furnished employment.	1,929	2,085	2,300	2,819	2,965	2,032	2,528	4,264	4,324	5,187	4,438	34,871
Persons applied for by employers.	4,283	5,007	6,176	7,845	9,229	6,263	7,571	14,726	16,972	18,823	17,042	113,937

The Superintendent of the Springfield office reported as follows:—

The early part of the year 1919 was a period of transition from a war to a peace time basis. Most of the factories had been engaged in war production and it was necessary to replace their equipment. In many cases this meant a lay-off of many employees, and, generally, the elimination of overtime and wage bonuses. The high cost of living caused considerable unrest. Places also had to be found for the returning service men. As summer came there was plenty of work, in the late fall men became scarce in many lines, and during the closing months of the year the surplus supply of labor seemed to be exhausted.

The total number of individual employers who have applied for help since the office first opened September 4, 1907, is 12,991, of whom 3,242 have placed orders this year. Employers outside the state who have applied for help since the opening day number 801, of whom 189 have sought help this year. Of the 3,242 individual employers who have patronized the office this year, 2,011 have applied in former years, 101 of whom are non-residents of this State, and 1,231 used the office for the first time, 88 of whom did not reside in Massachusetts. The number of employers who placed orders for help for the first time during the year showed a gain of 34 per cent as compared with the corresponding number in 1918.

The total number of persons called for by employers during the year 1919 was 17,042 (10,605 males and 6,437 females) as compared with 18,823 (12,706 males and 6,117 females) during 1918. The total number of positions reported filled in 1919 was 12,287 (7,588 males and 4,699 females) as compared with 12,576 (8,229 males and 4,347 females) reported placed during the preceding twelve months.

There was more help called for in January, February, March and November and more positions reported filled in January, February,

April, May and June, 1919, than during the corresponding months of 1918. A greater percentage of the demand for help was supplied in 1919 than in 1918, 72 per cent having been supplied in 1919 as compared with 67 per cent in 1918.

The total number of individual applicants for work who secured employment in 1919 was 4,438 as compared with 5,187 in 1918. The number of male applicants for whom positions were secured was 3,455 as compared with 4,187 in 1918, while 983 females were placed in employment in 1919, or 17 less than in the previous year. Of the 3,455 males who secured employment, 2,412, or 70 per cent, were native born, and of the 983 females, 667, or 68 per cent, were native born.

In the skilled help department during the first eight months of the year the demand for men in the metal trades, first class all-round machinists, tool makers, and machine operators capable of reading blue prints was small, with plenty of men available for local work, although several opportunities for work outside the city would not be considered. Gradually, however, conditions began to change, and by November first class workmen became scarce and in December very few were seeking employment; but this was not true of ordinary machine operators having no knowledge of blue prints, of whom a plentiful supply was available throughout the year.

There seemed to be little activity in the building trades during the first few months of the year. In May the demand for carpenters and painters began to be felt, soon exhausting the available supply. Throughout the remainder of the year there was a position waiting for every first class man who applied.

Until April there was a shortage in men in the printing trades. Every capable man in this line could be placed at once, but the demand gradually fell off and from May on it was only normal. Office workers were plentiful at all times during the year. First class automobile repair men were called for throughout the year and at no time was the demand satisfied. There was a plentiful supply of men desiring positions as chauffeurs, but only a comparatively few positions were open.

Boys for office work were scarce during the year, as the pay offered, \$6 to \$10 a week, did not seem as attractive as that paid in the shops, where the weekly wages ranged from \$12 to \$21. After a boy passed his sixteenth birthday he could be easily placed in the shop at almost any time, but until he reached that age his chances of employment at good wages were not as great, because the field open to him was limited. As usual during the summer when the schools were closed boys were plentiful in all lines of work.

In the unskilled help department men for hotel and restaurant work were in good demand during the entire year, and, with the exception of cooks, the supply was adequate. There was an oversupply of laborers until August, when more work was undertaken, and then the demand increased until, in November, there was a shortage of men for heavy

outside work, which shortage increased during the ice-cutting season. Laborers for work in the shops were plentiful at all times, as were also general workers, who sought positions for short periods of time.

For several years past this office has been the supply centre for farm hands in this section of the State, and during the Spring, Summer and Fall special attention was given to the placement of agricultural labor. Throughout the year all-round farm hands, who could milk, were scarce, and during November and December the supply was exceedingly small. Farm laborers were plentiful during the summer and not as much difficulty was experienced this year in supplying help during the tobacco harvest as in former years. The farmers were willing to pay wages which attracted the men.

As in former years little advertising has been done and a larger amount should be set aside for this purpose. Publicity has been gained through the press by publishing monthly reviews of labor conditions and various news items.

Manufacturing plants in this vicinity have been visited and more cordial relations and closer contact established with employment departments in factories. More definite information has thus been furnished regarding the efficiency of this office, and many helpful suggestions for its improvement have been received.

The service of an additional female registrar of employment in the Women's Department could be used to advantage. The manufacturers and other employers of female labor should be visited in the special interest of the women workers. A closer relationship should be established with their employment departments, the managers of many of which are women. In most of the larger factories a woman has charge of hiring the female help. The number of women in industry is rapidly increasing and greater attention should be given to finding suitable employment for them.

PLACEMENT OF SOLDIERS AND SAILORS.

The activities of the office in its effort to place in permanent positions honorably discharged service men have continued during the year. While this work began soon after the signing of the armistice, only a few men applied prior to January, 1919. It seemed of utmost importance to have these men placed at work as soon as possible and the citizens of Springfield wished not only to welcome home fittingly its returned soldiers, sailors and marines, but also to assist in finding employment for them. The Mayor on January 14, 1919, appointed a Committee of One Hundred to care for this work, of which the Superintendent of the Springfield office was a member, and also a member of the sub-committee on employment. It developed, as this work of placing returned service men progressed, that there was considerable duplication, and it was thought advisable, therefore, to arrange for close co-operation among the several employment agencies. The Chamber of Commerce offered its services as a clearing house, to which the agencies were to report each day the names of the

men registered and placed. The agencies associated in this work were the State Public Employment Office, Young Men's Christian Association, Knights of Columbus, Veterans of the World War, and the Springfield Branch of the National Metal Trades Association. No fee was charged by any of these agencies. During the early part of the year complaints were received from employers that former service men either did not go to work after agreeing to do so or did not hold the position for any long period of time, but there were no complaints of this character during the later months of the year. On August 1, 1919, the superintendents of the various local employment agencies agreed that the services of the Chamber of Commerce as a clearing house were no longer needed, and it thereupon ceased to act in that capacity.

Throughout the year it has been especially gratifying to find that the employers, with very few exceptions, have been very ready and willing to employ returned service men. Not only have they taken back those men who left their employ to enter the service, but also have hired many others, in some cases even when the men were not really needed. Without their co-operation the task would indeed have been a very difficult one.

The following data relate to the activities of this office during the year in the placement of soldiers, sailors and marines.

1919.	Number Registered	Number Referred to Positions	Number Reported Placed
January,	289	217	65
February,	214	143	71
March,	139	100	56
April,	149	136	87
May,	144	180	116
June,	109	198	100
July,	113	183	98
August,	95	129	71
September,	156	193	115
October,	102	191	102
November,	53	159	91
December,	44	144	100
Totals,	1,607	1,973	1,072

Concerning the work in the Women's Department, Miss M. Wynne Wadsworth, Registrar of Employment, in charge, reported as follows:—

The year 1919 was full of surprises and many theories were found to be wrong. The over-supply of women workers that seemed likely during the first two or three months diminished quite rapidly in the early summer and by November there was a scarcity. Many people had thought that, with the closing of munition shops and the cancellation of government contracts in other factories, such a surplus of women workers would result that many would turn to general housework, but

on the contrary there was practically no surplus. Inquiries were frequently made as to what had become of the female munition workers. It was found that during the war many women, both married and unmarried, who could under ordinary conditions have remained at home, for patriotic or other reasons, sought employment in industry, especially in the government shops. When the emergency was over, many of these women returned to their homes, but an even larger number continued to hold their positions in the industrial establishments, among whom were many who had formerly been employed in domestic work. Consequently, the shortage in the supply of domestic help continued, and, although the wages offered were increased from time to time, the demand for such workers greatly exceeded the supply, and it was not possible even to secure an adequate number of day workers.

During the early months of the year it appeared that institution officials would have less difficulty in securing and retaining help than during the war period, so their budgets were prepared on the basis of payments of \$25 to \$30 per month for domestic workers, which rates did not prove attractive. Later in the year the hotels had so much difficulty in securing help that practically all increased their rates for chamber, bath, and kitchen help and even then the supply was inadequate. At the schools and college houses similar difficulty in securing domestic workers was experienced.

With reference to day workers the records show that positions could readily have been found for several times the number that were actually placed, and that of the 522 day workers who were sent to positions, 129 colored and 155 white workers were sent out five times or less and 54 colored and 55 white from six to ten times; in other words, nearly four hundred day workers were sent out less than eleven times each and secured thereby all the work they cared to do. The highest record of 64 times each was reached by two white women whose services, according to the employers' reports, were by no means unsatisfactory. In September the rates for day work were changed from 25 to 30 cents an hour with car fares and luncheon and 35 cents without luncheon, and had the rates not been raised it would have been impossible to fill more than fifty per cent of the orders. It was unfortunate that at a time when much new business was coming to the office it was impossible to fill all orders from employers, but the Springfield situation was not unlike that of other cities, in that there was an ever-increasing demand and a diminishing supply. Many white day workers were being employed in the shops, and the bright colored girls were finding positions in hotels, laundries, shops and on elevators.

It would be of assistance to the employment registrars were employers to list in some concise way the opportunities for employment of women in their establishments. If this were done, girls could be directed much more intelligently, for very few of them seem to have any definite vocational knowledge to guide them and usually select their work on the mere basis of compensation. At present they are hired a few at a time for one factory department or another with no knowledge of the plant as a whole or as to whether or not they are fitted for the particular position offered. In many instances they are listed in several different plants, and the result is that there is much needless changing of positions.

From September on, the demand for girls of 14 to 16 years for shops, while not emphasized by employers, was both steady and persistent. In many of the older shops where the increases in wages have been only moderate, young girls have been employed wherever possible. No girls need supervision as much as these, and it is fortunate that the Commonwealth through its continuation schools will soon be in a position to furnish such guidance.

During the year 1919 more clerical workers applied at the office than during any previous year, and although such applicants were given application blanks, only a small percentage of these blanks were filled out and returned. This was unfortunate because the office missed an opportunity to be of real service to a large group of workers who have had considerable difficulty in securing positions.

THE WORCESTER OFFICE: 48-52 GREEN STREET.

WILLIAM A. WILDER, *Superintendent.**Summary of Business from September 15, 1913, to December 31, 1919.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30				Dec.-1, 1916, to Dec. 31, 1917	Jan. 1 to Dec. 31, 1918	Jan. 1 to Dec. 31, 1919	Total
	1913 ¹	1914	1915	1916				
Offers of positions, . .	1,822	7,561	10,365	16,515	17,887	17,519	14,258	85,927
Positions reported filled,	552	3,176	5,150	8,398	9,681	9,034	8,443	44,434
Persons furnished employment.	479	2,152	3,156	4,137	4,282	4,489	3,422	22,117
Persons applied for by employers.	1,089	4,387	7,316	15,152	16,253	14,923	12,941	72,061

¹ Office open two and one-half months only in 1913.

The Superintendent of the Worcester office reported substantially as follows:—

The year 1919, as reflected in the records of the Worcester Public Employment Office, was one during which radical changes occurred in labor conditions. The month of January found industry in this section rapidly undergoing readjustment. As most of the plants had been engaged in the manufacture of war material, the number thrown out of employment was large, and to this force was added the discharged soldiers and sailors. This office was flooded with applicants and any kind of work was acceptable, and, although the placements compared very favorably in number with those of the corresponding month of the previous year, they were mostly of the short job variety. The mild weather made ice-cutting jobs scarce, and there was very little to offer the large number seeking employment. No marked change in this condition was noted until early spring, when an improvement in the demand for labor became quite evident; by early fall there was a real shortage of workers in most lines, and the year ended with a great many more orders for help listed than could be filled.

The files of this office show that 2,841 individual employers applied for help, which is an increase of 90 over 1918. Of this number, 1,680 were old patrons of the office, and 1,161 applied during the year for the first time. There were 41 calls from out of the State. It is worthy of note that there was a gain of 69 in the number of employers making application for the first time over the number recorded during 1918.

A total of 3,422 individual applicants secured positions through the office during the year, of whom 2,448 were males and 974 females. Of the males, 1,970 secured one position and 478 more than one; 1,447 were native born and 1,001 foreign born; 1,662 were single and 786 married.

Of the females, 566 secured one position and 408 more than one; 420 were native born and 554 foreign born; 478 were single and 496 married.

In the men's skilled department the demand for tool makers, machinists, and machine specialists was very small at the beginning of the year in comparison with the large number of these men applying. In this district, where a large number of establishments are engaged in the manufacture of machine tools, the change from a war to a peace basis was necessarily a slow one, and the molders' strike, which began in May and continued for several months, no doubt had a tendency to limit production in the machine shops, so that not until early Fall was there a good demand for these workmen. In the meantime the former employees were being reinstated. When the demand finally came there were few applicants listed at the office to meet it, and the number did not materially increase during the remainder of the year.

The textile industry in the Worcester district was quick to recover from the depression which followed the signing of the armistice, but the demand for mill help during the early Spring was much lighter than during the corresponding period in 1918. It had been the practice in former years for representatives from the woolen mills to visit this office two or three times a week during the busy season to hire help, but very few of these men came in during the past year. The excessive turnover, which had always been a troublesome factor in this industry, appears to have become a thing of the past, and the principal demand during the year was for weavers and spinners.

This office usually does a brisk business in supplying engineers and firemen for the different plants in this city and vicinity, and during the past year a great many such placements were made. An endeavor was made to keep an active list of these men, but it was found more satisfactory, especially when the applicant had no telephone, to have him call from day to day until an opening occurred for which he was qualified, when he was referred to the position. This insured quick service and gave the registrar a better opportunity to determine the qualifications of the applicant.

The outlook for common laborers at the beginning of the year was anything but encouraging. While the great rush for production during the war continued, these laborers were able to join the skilled forces in the factories at big pay, but after the signing of the armistice they were not only forced to seek their former work at comparatively small wages but also to compete with mechanics and other workmen. Very little employment of any kind was to be had. On a job of constructing a dam, this office placed, in addition to men who usually do that work, machinists, one engineer and even former office clerks. The wages offered laborers were then from 35 cents to 40 cents per hour. Conditions improved very slowly and it was not until August, when the building boom was in full swing, that the common laborer came into his own. From then on until the end of the year there was a great demand for these men, and wages were forced up until rates as high as 65 cents per hour were paid on several

jobs, with 55 cents as a fair average. In the late fall so acute had become the shortage of common laborers in Worcester and vicinity that in the letting of a large housing contract in this city it was expressly stipulated that the laborers must be brought in from other districts.

The managers of hotels and restaurants experienced no great difficulty in securing sufficient male help for their needs. It is true this class of workers will seldom retain a position for any great length of time, but there are usually others waiting to take their places. At the State institutions, where there was a surplus of applicants at the beginning of the year, it was then the rule to employ only discharged soldiers and sailors, but in December difficulty was experienced in maintaining a full force. In these institutions, also, the employees are more or less of the "floater type," and it was not at all surprising, because the wages paid were entirely too small to attract anyone looking for a permanent position. Farm hands were plentiful when the season opened and good all-round men were available at \$40 a month, with board, but during the Summer, when activity in the factories had increased, \$50 a month, with board, was the usual wage offered and applicants were scarce. In the Fall when building operations were started, with big pay for the outside laborer, it was difficult to secure dependable farm hands.

Notwithstanding the fact that a bureau was established and maintained by the manufacturers and merchants of this city for the sole purpose of finding employment for discharged soldiers and sailors, and that later the Knights of Columbus opened a similar office, the State office continued to do a large share of this work. During the year 700 of these men registered at the office for the first time; 1,088 were referred to positions and 403 were reported placed. During the latter part of the year an extra clerk (an ex-service man) was employed in the office for this purpose. Of the war veterans in this district who are still unemployed, some have already been referred to positions and others are applying for the first time. A few of these applicants will accept only temporary positions. A number of men who had been wounded had not been placed in positions at the close of the year, but further efforts will be made to secure suitable employment for them.

In the women's department some good openings for stenographers occurred during the year and in most cases these positions were filled satisfactorily. Many applications were filled by persons seeking clerical positions, but the placement of these applicants was somewhat more difficult because there was little demand for persons inexperienced in typewriting or in some branch of office work. A large number of positions were open in a manufacturing concern located a short distance from the city, but a majority of the applicants for positions were unwilling to leave the city, although special inducements were offered them. Employment in textile industries has failed to attract many female applicants, mainly because of their inexperience in such work. Many new lines of employment have become open to women during the past year, and at those factories where a variety of work was being done there was a continuous

demand for help. As the starting rates paid were about the same at the various establishments, the applicants selected a position largely with a view to eliminating car fares, which had become quite an item of expenditure. The demand for stitchers increased rapidly and many new factories, in which power machine operators were employed, were established. In the corset factories positions were offered to persons desiring to learn this sort of work, and a large number of the stitchers in this city received their early training in these factories. Many applicants consider machine work difficult to master and for this reason prefer other lines of work. During the war many girls and women served very acceptably as press hands and in some factories they were retained, but usually they were replaced by ex-service men. The greatest problem with reference to factory workers has been the readjustment of wages, and many of the employees who had been paid high wages during the war period were unwilling to work for less money than they had been receiving. Positions in factories outside of the city were offered, but with poor results, although display advertising was used to a large extent in soliciting applicants.

The number of housemaids seeking positions has steadily decreased. Worcester housewives have not generally adopted the plan of paying maids by the hour or day without furnishing board and room, nor has this plan appealed to any large number of domestics. Managers of hotels and institutions also have experienced much difficulty in securing the domestic help required, partly because they have not increased wages to the extent that other employers have done, and also because employees desire weekly payments for their services, whereas the managers are accustomed to make payments monthly.

A large number of girls were placed as waitresses in summer hotels, but the number of applicants was wholly inadequate to meet the demand. Owing to the dearth of housemaids there was an extraordinary call for day workers. Early in the year many applied at the office daily and were readily placed, but during the summer months the demand for them increased and a shortage resulted, and on the approach of Winter the scarcity was even more evident.

With such a demand for their services these workers were able to command almost double the wages received two years earlier. By a personal investigation of a small number of cases it was found that prohibition had resulted in decreasing the number of persons seeking positions as day workers. Money formerly spent for liquor has been used in maintaining the family, rendering it unnecessary for the mother to go out to work. High wages paid other members of the family have also been a factor in reducing the number of women seeking day work.

STATISTICAL TABLES

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STATISTICAL TABLES.

TABLE I. — *Summary of Business of All Offices from December 1, 1909, to December 31, 1919.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30								Dec. 1, 1916, to Dec. 31, 1917 ²	Jan. 1 to Dec. 31, 1918	Jan. 1 to Dec. 31, 1919	Total
	1909	1910	1911	1912	1913 ¹	1914 ³	1915 ³	1916 ³				
Offers of positions,	41,540	51,062	58,172	74,069	74,113	53,858	51,580	78,157	80,734	77,009	66,724	707,748
Positions reported filled,	17,741	20,574	21,158	26,587	29,117	24,710	26,689	39,865	41,155	39,735	37,615	324,946
Persons furnished employment,	11,166	12,392	13,305	15,711	16,835	13,644	14,304	19,413	19,577	21,419	18,095	175,661
Persons applied for by employers,	23,817	28,354	30,632	36,834	39,230	31,565	33,906	60,782	62,541	62,558	58,255	468,474

¹ The figures for 1913 are for a full 12 months for the Boston and Springfield offices, 11 months for the Fall River office (this office having been closed during August) and two and one-half months for the Worcester office.

² The figures for 1914, 1915, and 1916 are for a full 12 months for the Boston, Springfield and Worcester offices, and 11 months for the Fall River office.

³ The figures for 1917 are for 13 months for the Boston, Springfield and Worcester offices and four months for the Fall River office, this office having been discontinued March 31, 1917.

TABLE II. — *Summary of Business of the Boston Office during the Year ending December 31, 1919, with Comparative Data for 1918.*

CLASSIFICATION.	1919			1918 Totals (For Divi- sion by Sex, see Report for 1918)	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals		
Applications from Employers,	-	-	21,369	22,793	-6.25
Individual Employers who Applied for Help.	-	-	5,374	5,300	+1.40
Persons Applied for by Employers,	15,906	12,366	28,272	28,812	-1.87
Offers of Positions,	19,251	15,014	34,265	40,493	-15.38
Positions Reported Filled,	8,348	8,537	16,885	18,125	-6.84
Individuals for whom one Position only was secured.	5,524	1,058	6,582	9,545	-31.04
Individuals for whom more than one Position was secured.	2,394	1,259	3,653	2,198	+66.20
Total for whom Positions were secured,	7,918	2,317	10,235	11,743	-12.84

TABLE III. — *Summary of Business of the Springfield Office during the Year ending December 31, 1919, with Comparative Data for 1918.*

CLASSIFICATION.	1919			1918	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1918)	
Applications from Employers,	-	-	12,333	11,265	+9.48
Individual Employers who Applied for Help.	-	-	3,242	2,687	+20.66
Persons Applied for by Employers,	10,605	6,437	17,042	18,823	-9.46
Offers of Positions,	12,231	5,970	18,201	19,687	-7.55
Positions Reported Filled,	7,588	4,609	12,287	12,576	-2.30
Individuals for whom one Position only was secured.	2,454	470	2,924	3,813	-23.31
Individuals for whom more than one Position was secured.	1,001	513	1,514	1,374	+10.19
Total for whom Positions were secured,	3,455	983	4,438	5,187	-14.44

TABLE IV. — *Summary of Business of the Worcester Office during the Year ending December 31, 1919, with Comparative Data for 1918.*

CLASSIFICATION.	1919			1918	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1918)	
Applications from Employers,	-	-	9,731	10,754	-9.51
Individual Employers who Applied for Help.	-	-	2,841	2,751	+3.27
Persons Applied for by Employers,	6,555	6,386	12,941	14,923	-13.27
Offers of Positions,	8,378	5,890	14,268	17,519	-18.63
Positions Reported Filled,	3,656	4,787	8,443	9,034	-6.54
Individuals for whom one Position only was secured.	1,970	566	2,536	3,568	-28.92
Individuals for whom more than one Position was secured.	478	408	886	921	-3.80
Total for whom Positions were secured,	2,448	974	3,422	4,489	-23.77

TABLE V. — *Comparative Summary of Business of Each*

	CLASSIFICATION.	Working Days	Number of Applications from Employers
	Boston:		
1	Males,	302	—
2	Females,	302	—
3	Total,	302	21,369
	Springfield:		
4	Males,	303	—
5	Females,	303	—
6	Total,	303	12,333
	Worcester:		
7	Males,	303	—
8	Females,	303	—
9	Total,	303	9,731
	Consolidated Totals for Three Offices:		
10	Males,	—	—
11	Females,	—	—
12	Total,	—	43,433

TABLE VI. — *Summary by Months of Business of the*

	MONTHS.	Working Days	Number of Applications from Employers
1	January,	26	3,400
2	February,	23	2,680
3	March,	26	2,967
4	April,	25	3,420
5	May,	26	3,993
6	June,	25 ¹	4,103
7	July,	26	3,534
8	August,	26	3,230
9	September,	25	4,578
10	October,	26	4,540
11	November,	23	3,553
12	December,	26	3,435
13	Totals,	302	43,433

¹ The Boston office was open 24 days in June.

Office during the Year ending December 31, 1919.

Aggregate Number of Persons Called for	Daily Average	OFFERS OF POSITIONS		POSITIONS REPORTED FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
15,906	52.67	19,251	63.74	8,348	27.64	52.48	1
12,366	40.95	15,014	49.72	8,537	28.27	69.04	2
28,272	93.62	34,265	113.46	16,885	55.91	59.72	3
10,605	35.00	12,231	40.37	7,588	25.04	71.55	4
6,437	21.24	5,970	19.70	4,699	15.51	73.00	5
17,042	56.24	18,201	60.07	12,287	40.55	72.10	6
6,555	21.63	8,378	27.65	3,656	12.07	55.77	7
6,386	21.08	5,880	19.41	4,787	15.80	74.96	8
12,941	42.71	14,258	47.06	8,443	27.87	65.24	9
33,066	109.30	39,860	131.76	19,592	64.75	59.25	10
25,189	83.27	26,864	88.83	18,023	59.58	71.55	11
58,255	192.57	66,724	220.59	37,615	124.33	64.57	12

Three Offices during the Year ending December 31, 1919.

Aggregate Number of Persons Called for	Daily Average	OFFERS OF POSITIONS		POSITIONS REPORTED FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
4,485	172.50	5,654	217.46	2,961	114.65	66.47	1
3,474	151.04	4,340	188.70	2,386	103.74	68.68	2
3,536	136.00	4,365	167.88	2,503	96.27	70.79	3
4,289	171.56	4,896	195.84	2,815	112.60	65.63	4
5,197	199.88	6,007	231.04	3,544	136.31	68.19	5
5,627	229.77	6,654	271.86	3,701	150.77	65.77	6
4,758	183.00	5,934	228.23	3,537	136.04	74.34	7
4,351	167.35	4,893	188.19	2,887	111.04	66.35	8
6,056	242.32	6,204	248.16	3,273	130.92	54.03	9
6,313	242.81	6,590	253.46	3,623	139.35	57.38	10
5,111	222.22	5,444	236.70	3,064	133.22	59.95	11
5,056	194.46	5,743	220.88	3,301	126.96	65.29	12
58,255	192.57	66,724	220.59	37,615	124.33	64.57	13

TABLE VII.—*Classification, by Occupations, of "Persons Called for" and*

	INDUSTRIES AND OCCUPATIONS.	BOSTON	
		Persons Called for	Positions Filled
1	Agriculture:	231	145
2	Farm hands, gardeners, dairy hands, etc.,	220	136
3	Agricultural laborers,	11	9
4	Others,	—	—
5	Building and Construction:	1,542	763
6	Carpenters,	313	192
7	Electricians (inside and outside),	78	45
8	Painters, paperhangers, etc.,	530	281
9	Pipe fitters and plumbers,	136	55
10	Roofers and sheet-metal workers,	144	60
11	Structural iron workers,	9	9
12	Other building trade mechanics,	112	25
13	Building trades helpers,	180	96
14	Casual Workers,	3,742	3,478
15	Chemicals, Oils, Paints, etc.,	125	61
16	Clay, Glass and Stone Products,	12	1
17	Clerical, Professional and Technical:	1,129	566
18	Bookkeepers, accountants and cashiers,	215	88
19	Draftsmen,	2	1
20	Office clerks,	594	387
21	Stenographers and typists,	238	82
22	Teachers,	—	—
23	Others,	80	28
24	Clothing and Textiles:	867	361
25	Dressmakers and seamstresses,	54	16
26	Garment workers,	503	211
27	Hat, cap and millinery workers,	55	27
28	Shirt, collar and cuff workers,	3	1
29	Textile workers,	80	37
30	Others,	162	69
31	Common Labor (not casual workers),	1,679	1,066
32	Domestic and Personal Service:	2,581	5,173
33	Chambermaids,	523	341
34	Cooks and chefs,	685	263
35	Domestics,	542	352
36	Kitchen and pantry workers,	3,333	2,205
37	Laundry, cleaning, dyeing, etc.,	378	201
38	Matrons and hotel housekeepers,	8	5
39	Nurses and attendants,	136	120
40	Waiters, waitresses and busboys,	1,842	1,120
41	Others,	1,134	566
42	Food, Beverages and Tobacco:	494	263
43	Bakery and confectionery workers,	181	99
44	Meat and butcher workmen,	45	12
45	Cannery workers,	34	15
46	Cigar, cigarette and tobacco workers,	29	19
47	Others,	115	63
48	Leather, Rubber and Allied Products:	1,114	865
49	Boot and shoe workers,	172	95
50	Fur and glove workers,	15	7
51	Rubber workers,	588	578
52	Others,	341	185
53	Lumber:	5	—
54	Skilled woodsmen,	3	—
55	Woods laborers,	2	—

"Positions Filled" at Each Office during the Year ending December 31, 1919.

SPRINGFIELD		WORCESTER		TOTALS		
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	
1,033	736	485	283	1,749	1,149	1
747	495	471	261	1,438	895	2
286	238	14	7	311	254	3
-	-	-	-	-	-	4
717	357	731	390	2,950	1,510	5
257	118	185	59	755	369	6
40	13	16	9	134	67	7
165	111	37	19	732	411	8
57	21	15	5	208	81	9
39	23	9	4	192	87	10
7	3	1	-	17	12	11
45	18	34	10	191	53	12
107	50	434	284	721	430	13
6,321	6,490	5,156	4,818	15,719	14,786	14
23	4	7	-	155	65	15
42	25	64	47	119	73	16
155	65	154	49	1,433	700	17
20	8	14	1	249	97	18
-	-	-	-	2	1	19
59	28	63	26	716	441	20
24	6	49	9	311	97	21
-	-	-	-	-	-	22
52	23	28	13	160	64	23
261	30	735	401	1,853	792	24
17	5	20	3	91	24	25
12	4	30	4	545	219	26
1	-	156	130	212	157	27
-	-	3	-	6	1	28
209	11	483	251	772	299	29
22	10	43	13	227	92	30
904	583	1,024	614	3,008	2,205	31
3,811	2,280	1,660	479	14,652	7,932	32
164	59	60	19	747	419	33
205	72	118	24	1,008	359	34
601	118	800	138	1,943	608	35
679	385	357	196	4,369	2,786	36
142	55	76	15	596	271	37
5	5	2	-	15	10	38
28	8	37	18	201	146	39
196	45	129	31	2,167	1,196	40
1,791	1,533	81	38	3,006	2,137	41
123	63	43	9	570	280	42
34	13	22	3	237	115	43
15	6	5	1	65	19	44
-	-	-	-	34	15	45
60	38	3	-	92	57	46
14	6	13	5	142	74	47
46	15	92	41	1,252	921	48
3	1	45	19	220	115	49
1	-	-	-	16	7	50
22	12	15	-	623	590	51
20	2	32	22	393	209	52
33	36	40	20	123	86	53
6	2	34	20	43	22	54
77	64	6	-	85	64	55

TABLE VII. — *Classification, by Occupations, of "Persons Called*

INDUSTRIES AND OCCUPATIONS.	BOSTON	
	Persons Called for	Positions Filled
56 Metals and Machinery:	1,368	763
57 Auto mechanics and garage workers,	114	38
58 Blacksmiths and boilermakers,	40	11
59 Machinists, tool and die makers,	228	119
60 Machine hands and specialists,	323	142
61 Millwrights,	31	22
62 Molders and core makers,	14	3
63 Polishers, buffers, platers, etc.,	45	17
64 Welders and cutters,	3	3
65 Helpers and handy men, all trades,	153	112
66 Others,	317	236
67 Paper and Printing:	1,097	438
68 Paper and pulp mill workers,	22	9
69 Paper-box and bag workers,	77	46
70 Printers and pressmen,	350	116
71 Feeders and bindery workers,	489	174
72 Others,	159	85
73 Shipbuilding:	2,300	965
74 Riveters, chippers, calkers and reamers,	208	147
75 Ship fitters,	1	7
76 Ship carpenters,	4	3
77 Shipbuilding laborers,	1,516	543
78 Other distinct occupations,	571	285
79 Theatres and Amusements,	93	32
80 Transportation and Public Utilities:	290	100
81 Chauffeurs and auto-truck drivers,	95	43
82 Teamsters, stablemen and deliverymen,	166	60
83 Telephone and telegraph workers,	2	-
84 Track workers,	-	-
85 Trainmen, dispatchers, enginemen, etc.,	-	-
86 Others,	27	6
87 Wholesale and Retail Trade:	591	270
88 Sales people,	201	55
89 Shipping and stock clerks, packers, etc.,	313	177
90 Others,	77	38
91 Woodworking and Furniture:	275	134
92 Cabinet makers and furniture finishers,	47	13
93 Machine woodworkers,	40	13
94 Others,	188	108
95 Miscellaneous:	2,965	1,573
96 Apprentices, all trades,	205	113
97 Boys and girls (not otherwise classified),	1,484	852
98 Elevator operators,	282	104
99 Engineers,	211	109
100 Firemen and oilers,	425	258
101 Pattern makers,	-	-
102 Watchmen, janitors, guards, etc.,	375	136
103 Others,	3	1
Totals,	28,272	16,845

for" and "Positions Filled" at Each Office, etc. — Concluded.

SPRINGFIELD		WORCESTER		TOTALS		
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	
1,694	976	1,797	906	4,759	2,585	56
85	43	12	6	211	87	57
48	15	27	10	115	36	58
206	123	177	71	611	313	59
794	450	537	219	1,654	811	60
66	42	32	12	129	76	61
12	5	15	4	41	12	62
69	46	36	12	150	75	63
11	2	9	4	23	9	64
317	202	17	3	487	317	65
86	48	935	565	1,338	849	66
143	47	48	21	1,283	498	67
8	5	-	-	30	14	68
5	1	7	2	89	49	69
44	11	10	4	404	131	70
40	13	20	13	549	200	71
46	17	6	2	211	104	72
244	91	32	23	2,576	1,009	73
51	22	3	3	262	172	74
3	5	3	2	7	14	75
1	-	-	-	5	3	76
1	1	8	4	1,525	545	77
188	63	18	14	777	362	78
72	43	-	-	165	75	79
258	161	223	92	771	362	80
80	46	33	13	208	102	81
86	42	141	66	393	168	82
-	-	-	-	2	-	83
64	55	35	12	99	67	84
4	1	2	-	6	1	85
24	17	12	1	63	24	86
221	97	122	46	944	407	87
98	39	58	5	357	99	88
88	30	48	22	449	229	89
45	28	16	13	138	79	90
54	9	65	29	394	172	91
22	4	9	2	78	19	92
19	2	23	4	82	19	93
13	3	33	23	234	134	94
327	149	458	196	3,770	1,918	95
24	14	4	1	233	128	96
118	46	94	26	1,696	924	97
29	10	16	2	327	116	98
42	20	57	18	310	147	99
42	20	162	94	629	372	100
-	-	-	-	-	-	101
71	38	121	55	567	229	102
1	1	4	-	8	2	103
17,042	12,287	12,941	8,443	58,255	37,615	

TABLE VIII. — *Daily Averages of "Persons Called for" and "Positions Reported Filled" at Each Office during the Year ending December 31, 1919, with Comparative Data for 1918.*

MONTHS.	PERSONS CALLED FOR						POSITIONS REPORTED FILLED					
	BOSTON		SPRING-FIELD		WORCES-TER		BOSTON		SPRING-FIELD		WORCES-TER	
	1918	1919	1918	1919	1918	1919	1918	1919	1918	1919	1918	1919
January, . . .	57	87	39	50	32	36	44	56	26	31	20	28
February, . . .	62	72	27	47	38	31	45	47	22	30	22	26
March, . . .	90	66	46	40	52	31	57	44	31	30	28	22
April, . . .	102	85	49	48	61	38	65	49	34	37	30	27
May, . . .	127	98	60	58	58	44	75	62	39	44	32	31
June, . . .	107	117	73	68	50	45	73	68	42	52	31	30
July, . . .	100	83	81	58	52	42	59	64	49	42	27	30
August, . . .	104	71	80	52	61	44	61	47	50	39	35	26
September, . . .	113	122	76	66	52	54	55	53	52	48	33	30
October, . . .	92	122	80	64	45	57	63	64	52	45	31	31
November, . . .	95	105	67	71	45	46	60	56	51	50	35	28
December, . . .	95	98	64	53	43	43	62	61	49	40	31	26
Averages, . .	95	94	62	56	49	43	60	56	42	41	30	28

TABLE IX. — *Expenditures on Account of Maintenance of the Three State Employment Offices during the Fiscal Year ending November 30, 1919.*

	Boston	Springfield	Worcester	Total
Printing annual report,	\$63.73	\$31.86	\$31.86	\$127.45
Job printing,	395.19	137.71	90.84	623.74
Postage stamps,	96.46	54.54	49.00	200.00
Stamped envelopes,	13.15	13.59	—	26.74
Stationery and supplies,	80.17	67.79	46.58	194.54
Machine supplies and repairs,	33.30	8.50	8.40	50.20
Rent,	4,200.00	1,780.00	1,200.00	7,180.00
Lighting,	326.16	39.38	43.32	408.86
Telephone and telegraph,	961.44	294.58	190.05	1,446.07
Advertising,	108.00	76.76	57.81	242.57
Cleaning materials,	25.01	6.20	40.37	71.58
Expressage and teaming,	4.59	2.82	2.85	10.26
Travel,	—	42.13	37.47	79.60
All other,	253.78	78.48	50.01	382.27
Salaries, including janitor service,	18,092.83	8,995.69	5,602.65	32,691.17
Total,	\$24,653.81	\$11,630.03	\$7,451.21	\$43,735.05
Balance unexpended,	—	—	—	1,564.95
Appropriation,	—	—	—	\$45,300.00

SECTION 3. The superintendents of said employment offices shall receive applications from those seeking employment and from those desiring to employ, and shall register them in such manner as may be prescribed by the director of said bureau, and shall take such other action as the director may deem best to promote the purposes of said offices.

SECTION 4. No fees, direct or indirect, shall in any case be taken from those seeking the benefits of said employment offices. Any superintendent or clerk who directly or indirectly charges or receives any fee in the performance of his duties shall be punished by a fine of not more than one hundred dollars or by imprisonment in jail for a term not exceeding thirty days, and shall be disqualified from holding further connection with said office.

SECTION 5. In registering applications for employment and for employees wanted, preference shall be given to residents of the commonwealth.

SECTION 6. Each superintendent shall make to the director of said bureau such reports of applications for labor or employment and of other details of the work of his office as the director may require. The director shall cause reports showing the business of the several offices to be prepared at regular intervals and to be exchanged among the said offices, and shall supply them to the newspapers and to citizens upon request; and the several superintendents shall cause such reports to be posted in a conspicuous place in their offices so that they may be open to public inspection.

SECTION 7. There shall be allowed and paid out of the treasury of the commonwealth, upon the approval of the director of the bureau, for salaries and for contingent expenses in connection with the establishment and maintenance of free employment offices as herein provided for, such sum as the general court may annually appropriate therefor. The annual salary of the superintendents and of such clerk as may be appointed in each office to act as chief clerk or assistant superintendent shall be fixed by the director of said bureau subject to the approval of the governor and council.

SECTION 8. The director of the bureau of statistics is hereby authorized to furnish weekly to the clerks of all cities and towns in the commonwealth printed bulletins showing the demand for employment, classified by occupations to such extent as may be practicable and indicating the city or town in which the employees are wanted. Such information shall be based upon the applications for employees made at the free employment offices under the jurisdiction of said bureau.

SECTION 9. Every city and town clerk shall post the lists received as aforesaid in one or more conspicuous places in the city or town. A city or town clerk who fails to comply with the provisions of this section shall be punished by a fine not exceeding ten dollars.

The Commonwealth of Massachusetts

DEPARTMENT OF LABOR AND INDUSTRIES

PUBLICATIONS OF THE DIVISION OF STATISTICS

The Division of Statistics, as now organized, will continue to issue the reports listed below which formerly were issued by the Massachusetts Bureau of Statistics, certain of the functions of which Bureau were transferred, on December 1, 1919, to the Department of Labor and Industries. A descriptive list of the publications issued by the Bureau of Statistics prior to the transfer of its functions to other departments will be furnished on application.

I. REPORT ON THE STATISTICS OF LABOR

(Public Document No. 15.)

The First Annual Report on the Statistics of Labor was published in 1873, the first Labor Bulletin in 1897, and Special Reports were issued from time to time on occasion required. Beginning with the year 1913 all of these several publications, except the "Quarterly Reports on Employment," have been styled "Labor Bulletin," and a certain number of copies have been set aside for mailing and contribution at the end of the year under the title of the "Annual Report on the Statistics of Labor." The Labor Bulletins are numbered consecutively as issued, and each number contains matter devoted to one subject, concerning labor or the conditions of the wage-earning population or questions of general or social interest.

A list of the Bulletins issued since January 1, 1919, will be found below, any of which will be mailed to applicants upon request. Persons or organizations desiring to receive the Labor Bulletins as issued will be entered on our mailing list upon making application, and exchanges with publications having reference to industrial and social matters will be gladly made.

No. 127, May 1, 1919. Eighteenth Annual Directory of Labor Organizations in Massachusetts, 1919.

No. 128, October 1, 1919. Union Scale of Wages and Hours of Labor in Massachusetts, 1919.

No. 129, November 1, 1919. Labor Legislation in Massachusetts, 1919 to 1920 (inclusive).

II. REPORT ON THE STATISTICS OF MANUFACTURES

(Public Document No. 36.)

The First Annual Report on the Statistics of Manufactures was published in 1880. Each report issued prior to 1907 contained comparisons for identical establishments, between two or more years, as to Capital Devoted to Production, Stock and Materials Used, Goods Made, Persons Employed, Wages Paid, and Power in Operation. Beginning with 1907 the comparisons for identical establishments were omitted, and all returns made to the Bureau of Statistics were collected in the tabulations. The Thirty-second Annual Report covering the year 1916 is the latest available for distribution.

III. REPORT ON THE PUBLIC EMPLOYMENT OFFICES

(Public Document No. 80.)

The First Annual Report on the State Public Employment Offices was published in 1907. The annual reports contain statistical tables and descriptive matter relative to the work of the offices, and, with the exception of the first and fourth (out of print), will be sent upon application. The Thirteenth Annual Report for the calendar year, 1919, is now available for distribution.

IV. QUARTERLY REPORTS ON EMPLOYMENT IN MANUFACTURES

The First Quarterly Report on Employment in Manufactures was published in May, 1909. A few reports for the following quarters are still available for distribution, and will be sent to any address upon application.

1911—March 31; June 30; September 30; December 31.

1912—March 31; June 30; September 30; December 31.

1913—March 31; June 30; September 30; December 31.

1914—March 31; June 30; September 30; December 31.

1915—March 31; September 30; December 31.

1919—March 31; June 30; September 30; December 31.

Public Document

No. 80

The Commonwealth of Massachusetts

ANNUAL REPORT

ON THE

PUBLIC EMPLOYMENT OFFICES

FOR THE

YEAR ENDING DECEMBER 31, 1920

DEPARTMENT OF LABOR AND INDUSTRIES



BOSTON

WRIGHT & POTTER PRINTING CO., STATE PRINTERS
32 DERNE STREET

The Commonwealth of Massachusetts

DEPARTMENT OF LABOR AND INDUSTRIES

OFFICIALS

Commissioner
E. LEROY SWEETSER

Assistant Commissioner
ETHEL M. JOHNSON

Associate Commissioners
EDWARD FISHER HERBERT P. WAGGATT SAMUEL ROSS

PUBLIC EMPLOYMENT OFFICES

ROSWELL F. PHELPS, *Director.*

The three State Public Employment Offices, formerly administered by the Director of the Bureau of Statistics, were transferred on December 1, 1919, to the Department of Labor and Industries established by Chapter 350 of the General Acts of 1919. For administrative purposes these offices are attached to the Division of Statistics of this Department and are under the immediate supervision of the Director of that Division. The offices are located, respectively, at 8 Kneeland Street, Boston;¹ corner of Water and Worthington Streets, Springfield; and 48-52 Green Street, Worcester.

The laws governing the establishment and operation of Public Employment Offices in Massachusetts have been consolidated as General Laws, Vol. II, Chapter 149, Sections 160-168, inclusive, which are as follows:—

(General Laws, 1920, Vol. II, Chapter 149, §§ 160-168.)

SECTION 160. The department² may establish and maintain in such cities as may be selected by it after investigation, with the approval of the governor and council, employment offices for the purpose of bringing together those seeking employment and those desiring to employ, and may maintain such offices now established. The commissioner shall make an annual report as to free employment offices.

SECTION 161. The commissioner³ shall appoint for each of the offices provided for in the preceding section a superintendent who shall, under the direction of the commissioner, perform the duties hereinafter set forth or such as he may require. The commissioner may also appoint an assistant superintendent and such clerks as he may deem necessary for the proper conduct of the business of said employment offices. The location of each office established under the preceding section shall be plainly indicated by a proper sign.

¹ On and after October 1, 1921, the Boston office will be located at 23-25 Pearl Street.

² Department of Labor and Industries.

³ Commissioner of Labor and Industries.

The Commonwealth of Massachusetts

ANNUAL REPORT

ON THE

PUBLIC EMPLOYMENT OFFICES

FOR THE

YEAR ENDING DECEMBER 31, 1920

DEPARTMENT OF LABOR AND INDUSTRIES



BOSTON
WRIGHT & POTTER PRINTING CO., STATE PRINTERS
32 DERNE STREET



Oct. 10 1921

**PUBLICATION OF THIS DOCUMENT
APPROVED BY THE
SUPERVISOR OF ADMINISTRATION.**

ANNUAL REPORT ON THE PUBLIC EMPLOYMENT OFFICES.

To the General Court.

The Fourteenth Annual Report on Public Employment Offices is respectfully submitted herewith. This report covers the activities of the three State offices and the cost of their maintenance during the year 1920, and data for prior years are presented for purposes of comparison. The results of two special inquiries made by the Department at the close of the year, and having a direct bearing on the employment problem in Massachusetts, are presented as appendices to the report.

E. LEROY SWEETSER,
Commissioner of Labor and Industries.

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REPORT OF THE DIRECTOR OF PUBLIC EMPLOYMENT OFFICES.

INTRODUCTION.

To the Commissioner of Labor and Industries.

This report covers the operations, during the calendar year 1920, of the three State Public Employment Offices maintained by the Commonwealth in Boston, Springfield, and Worcester.

The Boston office was opened December 3, 1906, at its present location, 8 Kneeland Street, and has been continuously operated for a period of over 14 years. The Springfield office, which was opened September 4, 1907, on Bridge Street, was later removed to its present location on the corner of Water and Worthington streets and has been in operation for over thirteen years. An office was opened in Fall River, on October 1, 1907, and was operated until March 31, 1917, when it was closed because the patronage did not justify its continued maintenance. The Worcester office was opened September 15, 1913 at its present location, 48 Green Street, and has been continuously operated for over seven years.

The aggregate number of positions reported filled by these offices (including the Fall River office) during the entire period of their operation up to December 1, 1920, was 391,029, the total cost of their maintenance and equipment amounted to \$433,085.73, and the per capita cost of placements was \$1.11. The figures by years are as follows:—

FISCAL YEARS ENDING NOVEMBER 30.	Number of Positions Filled	Cost of Maintenance and Equip- ment	Per Capita Cost of Place- ments	FISCAL YEARS ENDING NOVEMBER 30.	Number of Positions Filled	Cost of Maintenance and Equip- ment	Per Capita Cost of Place- ments
1907, . . .	15,510	\$24,555 59	\$1 58	1915, ¹ . . .	26,689	\$33,420 51	\$1 25
1908, . . .	14,955	20,604 40	1 38	1916, ² . . .	39,865	35,987 52	90
1909, . . .	17,741	19,793 81	1 12	1917, ³ . . .	38,763	36,374 28	94
1910, . . .	20,574	19,837 40	96	1918, . . .	38,540	38,421 86	1 00
1911, . . .	21,158	21,940 46	1 04	1919, . . .	37,901	45,735 05	1 15
1912, . . .	26,587	23,998 27	90	1920, . . .	38,919	52,558 11	1 35
1913, ¹ . . .	29,117	27,956 79	96				
1914, ² . . .	24,710	33,901 68	1 37	Totals, . . .	391,029	\$433,085 73	\$1 11

¹ Eleven months for the Fall River office (closed during August) and two and one-half months for the Worcester office (opened September 15, 1913).

² Eleven months for the Fall River office, this office having been closed during August.

³ Four months for the Fall River office, this office having been discontinued March 31, 1917.

1. THE LABOR MARKET IN 1920.

The year 1920 was marked by rather unexpected changes in industrial conditions in Massachusetts, as elsewhere throughout the country, and no single general statement would properly describe the fluctuations in the demand for labor during the several seasons of the year. For this reason the more marked changes as they occurred during the year are briefly discussed in the following paragraphs.

The great demand for labor, both skilled and unskilled, which was observed during the later months of the previous year in all of the principal industries and trades except the building trades, continued during the early months of 1920, notwithstanding the fact that the prevailing rates of wages were even higher than those paid during the war period. Strikes, principally for further increases in rates of wages, increased in number and the industrial unrest manifest during the first quarter of the year, when there were 130 labor disputes (strikes and lockouts), involving 24,708 employees, became even more pronounced during the second quarter when there were 159 labor disputes, involving 47,907 employees. Toward the close of June there was a sudden curtailment in the production of boots and shoes and of textiles, particularly woolen and worsted goods. Owing to very unseasonable weather and a marked disposition on the part of consumers to restrict their purchases of wearing apparel, there was an accumulation in the market of goods which had been manufactured for the Spring and Summer trade, but for which there was not a ready sale. Under these circumstances, merchants found it necessary to dispose of their surplus stocks at considerably reduced prices, and in many instances cancelled their orders for future deliveries. Because of lack of orders, cancellations, and attendant causes, many of the establishments producing these goods were operated on a short-time basis or were closed down altogether for a limited period, thus throwing large numbers of operatives out of employment. The supply of farm labor, which for several years had been greatly depleted as a result of the payment of more attractive wages in other industries, became more adequate when many of those who had been thrown out of employment

in manufacturing establishments sought employment on the farms.

In August there was a resumption of activity in some of the large boot and shoe factories and textile mills which since June had been operated at much less than normal capacity, but the renewed activity continued for only a short period and at the close of September reports showed that conditions were even less satisfactory than at the close of June. The curtailment of production was, however, confined largely to the two principal industries (boot and shoe and textile manufacturing) and except for the effect of reduced earnings on the purchasing power of wage-earners in certain of the manufacturing centers, other industries were, as yet, not seriously affected. Because of a sudden fall in prices of many articles of wearing apparel, garment manufacturers found it advisable to greatly curtail production, and a large number of garment workers, particularly in the city of Boston, were thrown out of employment.

The industrial depression already evident at the close of September became even more marked as the year drew to a close. Further curtailments were noted in the production of textiles and boots and shoes, and other industries and trades were being affected. The metal trades, which had not been seriously affected by curtailments in other industries upon which they are in large measure dependent began to feel the depression, and, at the close of December, large numbers of metal tradesmen were reported as unemployed, and many of the plants were being operated on part-time schedules. Activity in the building trades was to a large extent confined to alterations, repair work, and small projects and the number of building tradesmen unemployed was far in excess of even the large number usually reported as unemployed during the winter season.

During the last six months of the year the number of labor disputes was comparatively small, only 95, involving 9,575 employees, having been reported as compared with 289, involving 72,615 employees, during the first six months of the year. Presumably this marked reduction in the number and importance of strikes was due to the fact that during the period of industrial depression which prevailed during a considerable part of

the second half of the year, employees were not generally disposed to demand increases in wages, or improved conditions of employment, or even to resist the reductions in wages which were being announced, especially at a time when such large numbers of wage-earners were unemployed.

2. WORK OF THE LOCAL OFFICES.

Statistical reports of the business transacted at the local offices are made out at the close of each day and forwarded to the administrative office at the State House where they are carefully examined and tabulated upon a uniform basis. In the following table the principal data relative to the offices, considered as a group, are presented for the year 1920, with corresponding data for 1919. Information with reference to the work of the several offices appears in the reports of the respective superintendents in charge and in the detailed statistical tables at the end of this report.

Consolidated Summary of Business of the Three State Offices during the Year ending December 31, 1920, with Comparable Data for 1919.

CLASSIFICATION.	1920			1919	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1919)	
Applications from <i>Employers</i> , . . .	-1	-1	41,860	43,433	-3.6
<i>Individual Employers</i> who Applied for Help.	-1	-1	11,148	11,457	-2.7
<i>Persons Applied for</i> by Employers, . .	36,991	21,584	58,575	58,255	+0.5
<i>Positions offered</i> Applicants, . . .	43,201	22,731	65,932	66,724	-1.2
<i>Positions Reported Filled</i> , . . .	22,098	15,422	37,520	37,615	-0.3
Individuals for whom <i>one Position only</i> was secured.	11,027	3,130	14,157	12,042	+17.6
Individuals for whom <i>more than one Position</i> was secured.	2,623	1,824	4,447	6,053	-26.5
Total for whom Positions were secured,	13,650	4,954	18,604	18,095	+2.8

¹ Not separately classified by sex.

The real test of the efficiency of an employment office is its success in securing positions for those who are unemployed and

in assisting employers to secure help. In recording the number of positions filled at each office, those only are included regarding which a definite report has been received from the employer or the employee stating that the position has been filled by an applicant sent from the office. Effort is made to impress upon both parties the importance of notifying the office as to whether or not the applicant has been engaged, but occasionally the facts are not reported, and consequently the number of placements made is somewhat greater than the number actually recorded.

The total number of positions reported filled at the three State offices during the year was 37,520, as compared with 37,615 filled during the year 1919, showing only a very slight decrease, notwithstanding the fact that during the latter part of the year 1920, there was a marked falling off in the demand for labor because of the industrial depression then prevailing.

The total number of individuals for whom positions were found during the year was 18,604, for 14,157 of whom *one position only* was secured and for 4,447 of whom *more than one position* was secured. The number of individuals for whom more than one position was secured in 1920 was less by 26.5 per cent than the corresponding number in 1919. This decrease in the number of "repeaters" was due primarily to the endeavor on the part of the registrars to place as large a number of individual applicants as possible during recent months when there was a large labor surplus.

During the year 1920 the total number of applications for help received from employers was 41,798 as compared with 43,433 applications during the previous year, showing a decrease of 3.6. The number of individual employers who applied for help decreased from 11,457 in 1919 to 11,148 in 1920, or 2.7 per cent, but the number of persons applied for increased from 58,255 to 58,575, or 0.5 per cent. Of the 58,575 persons applied for by employers in 1920, 37,520, or 64.1 per cent were supplied by the offices.

3. COST OF OPERATION.

The following summary table shows, for the fiscal year ending November 30, 1920, the expenditures on account of the three public employment offices, the number of "placements"

(positions furnished to applicants), and the per capita cost of the placements made, and similar data for the fiscal year ending November 30, 1919, are also presented for purposes of comparison.

Expenditures, Number of Placements, and Per Capita Cost of Placements.

OFFICES.	EXPENDITURES		NUMBER OF PLACEMENTS		PER CAPITA COST OF PLACEMENTS	
	1919	1920	1919	1920	1919	1920
Boston,	\$24,653 81	\$28,863 88	16,841	17,660	\$1 46	\$1 63
Springfield,	11,630 03	14,419 59	12,472	12,511	93	1 15
Worcester,	7,451 21	9,274 64	8,588	8,739	87	1 06
Totals,	\$43,735 05	\$52,558 11	37,901	38,910	\$1 15	\$1 35

The total expenditures on account of the maintenance of the three offices during the fiscal year ending November 30, 1920, amounted to \$52,558.11, as compared with \$43,735.05 during the fiscal year ending November 30, 1919, showing an increase of \$8,823.06, or 20.2 per cent, a considerable part of which was for necessary increases in salaries.

Based on the total expenditures on account of the three offices, considered as a group, the per capita cost of placement was \$1.35 for the fiscal year ending November 30, 1920, as compared with \$1.15 for the fiscal year ending November 30, 1919. Notwithstanding the fact that there was an increase in the number of placements made during the last fiscal year, there was an increase in the per capita cost of placement due to the necessary increase in the cost of maintaining the offices.

In comparing the per capita cost of placements by the Massachusetts offices with corresponding costs for public employment offices in other States, it should be borne in mind that in some States quarters are furnished in public buildings, and the expenditures for rent, janitor service, telephone service, and certain other contingent expenses are not included in the cost of operation, whereas in the Massachusetts offices all of these items are included in the statement of expenditures. Furthermore, the definition of the term "placements" as used in the several States varies. Thus in Massachusetts those persons only who have been reported as engaged by the employers to

whom they were referred have been recorded as placed, whereas in certain other States all persons who are referred to positions, whether definitely known to have been engaged or not, are recorded as placed.

4. PLACEMENT OF SOLDIERS, SAILORS, AND MARINES.

Special Acts, 1919, Chapter 153, appropriated under Item 94A, for the service of the Bureau of Statistics, the sum of \$9,000 "to provide for the present employment emergency, and to assist returning soldiers, sailors and marines in obtaining employment. . . ." Of this amount \$2,219.77 was expended for the purpose specified during the fiscal year ending November 30, 1919, leaving an unexpended balance of \$6,780.23 which was still available for expenditure by the Department of Labor and Industries, to which department the duties of administering the State employment offices were transferred on December 1, 1919. As it did not appear advisable for the Department to maintain an employment office primarily for soldiers, sailors, and marines, thus duplicating in a measure the work of the Bureau of Employment maintained by the American Legion, the General Court, upon the recommendation of the Commissioner of Labor and Industries, authorized¹ the expenditure of the unexpended balance "for the purpose of securing employment for returned soldiers, sailors and marines under the direction of the Soldiers' and Sailors' Commission," of which the Commissioner of Labor and Industries is Chairman. The balance transferred was used in conjunction with other funds of the Commission toward the payment of salaries of registrars and clerks employed in the Employment Bureau for Soldiers and Sailors, conducted by the American Legion and now located in the State House.

Although there appeared to be no occasion for the Department to continue to employ additional registrars and field agents for the specific purpose of securing positions for ex-service men, yet the employees in each of the three State offices were instructed, wherever practicable, to give preference to veterans in referring applicants to positions. The records show that there was actually an increase of 13.4 per cent in

¹ See Acts, 1920, chapter 621.

the number of ex-service men reported placed, the total number for the three offices having been 2,746 in 1920, as compared with 2,421 in 1919. Of the 18,101 ex-service men registered at the three offices in 1920, 5,814 were referred to positions, as compared with 18,148 registered and 5,381 referred to positions in 1919.

5. NEED OF A MERCANTILE EMPLOYMENT OFFICE IN BOSTON.

A classification of the 16,910 positions reported filled by the State office located at 8 Kneeland Street, Boston, during the past year shows that only 904, or 5.3 per cent, were in mercantile employment. Actual experience for a number of years has demonstrated that applicants for positions in mercantile establishments, such as bookkeepers, accountants, clerks, stenographers and salespeople cannot be handled satisfactorily in the same office with skilled mechanics, unskilled laborers, and domestic workers.

The location of the Kneeland Street office, while well suited for certain branches of placement work, is by no means such as to attract employers seeking high grade mercantile help, and it is too far removed from the centre of the business district to adequately serve the mercantile interests. The establishment of a separate mercantile office, centrally located in the business section of the city, would make possible the extension of the public employment service to that field which has not been properly covered in Boston. To such office could be transferred from the Kneeland Street office several registrars and clerks now employed primarily in the placement of office employees and salespeople, and, if this were done, the new office could be efficiently operated during the first year at a cost not exceeding \$3,000. The principal items of expenditure would be for rental of office space, telephone service and advertising.

6. CO-OPERATION WITH THE UNITED STATES EMPLOYMENT SERVICE.

The plan of co-operation with the United States Employment Service adopted in January, 1920, was continued in effect throughout the year. The co-operative agreement provided for the payment of the salaries of two Federal employees, one of

whom was assigned to Boston and has been employed principally in the preparation of clearance and other reports which are sent to Washington and the other of whom is stationed at the State Public Employment Office in Springfield and is engaged principally in calling upon employers for the purpose of acquainting them with the work of the Employment Service. In addition to paying the salaries of these two employees the Federal office allows \$30 a month for certain contingent expenses and has granted the use of the franking privilege to designated officials in the State service, thus effecting a large saving in postage to the Commonwealth.

It is proposed to continue this plan of co-operation until the close of June, 1921, when it is hoped that an increased appropriation by Congress for the use of the United States Employment Service may make possible an apportionment of the appropriation for use in Massachusetts which will be sufficiently large to justify the establishment of a Federal-State mercantile office in Boston.

7. SPECIAL INQUIRIES.

The effects of industrial depression, which became very marked toward the close of the year 1920, were reflected in the records of the activities of the public employment offices during the last three months of the year, and the very large surplus of labor in the market rendered it advisable to inquire into the extent of unemployment in the principal industries in Massachusetts. The results of a special survey made during the week ending December 18, 1920, appears as an appendix to this Report (see Appendix A).

There is also appended a report of an inquiry into the administration of the law relative to the licensing of intelligence offices in Massachusetts, which was made in December, 1920 (see Appendix B).

8. PERSONNEL.

At the close of the year the total number of employees in the three public employment offices was 38, of whom 20 were employed in the Boston office, 11 in the Springfield office, and seven in the Worcester office. During the year eight vacancies in the service occurred (seven resignations and one death). With one exception, all of the vacancies were filled.

Mr. Charles W. Smith, who had served as registrar of skilled males in the Boston office since February 11, 1918, died on November 11, 1920. His pleasing personality, his careful selection of men for positions offered by employers, and his kindly consideration shown applicants for employment made for him many friends, and for the office a large number of appreciative patrons.

Mr. G. Harry Dunderdale, who has been connected with the Boston office since its establishment in 1906 and who has served successively as Chief Clerk, Assistant Superintendent, and, since May 1, 1915, as Superintendent, has continued in charge of that office. Mr. Dunderdale represented the Department of Labor and Industries at the Eighth Annual Convention of the American Association of Public Employment Offices and his long and efficient service in public employment work was recognized by his appointment as First Vice-President of the Association. The Superintendent of the Springfield office, Mr. Chester W. Allen, appointed January 1, 1909, and the Superintendent of the Worcester office, Mr. William A. Wilder, appointed May 1, 1918, remain in charge of their respective offices. To each of these Superintendents and others in the service, who have rendered faithful and efficient service, often under very trying circumstances, I wish to express my grateful appreciation of their enthusiastic co-operation.

Respectfully submitted,

ROSWELL F. PHELPS,
Director, Public Employment Offices.

REPORTS OF THE SEVERAL OFFICES.

THE BOSTON OFFICE: 8 KNEELAND STREET.

G. HARRY DUNDERDALE, *Superintendent.**Summary of Business from December 1, 1910, to December 31, 1920.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30						Dec. 1, 1916, to Dec. 31, 1917 ¹	Jan. 1 to Dec. 31, 1918	Jan. 1 to Dec. 31, 1919	Jan. 1 to Dec. 31, 1920	Total (10 Yrs., 1 Mo.)
	1911	1912	1913	1914	1915	1916					
Offers of positions, . .	47,689	61,061	58,324	37,117	30,532	42,506	43,032	40,493	34,265	35,091	430,099
Positions reported filled, .	15,806	19,554	20,971	15,724	14,491	19,120	18,747	18,125	16,885	16,910	176,333
Persons furnished employment.	10,112	12,216	12,981	9,148	8,416	10,774	10,971	11,743	10,235	11,022	107,618
Persons applied for by employers.	22,816	26,749	26,956	19,453	17,847	29,172	28,848	28,812	28,272	29,161	258,098

¹ Covering a period of 13 months.

General Summary. The year 1920 opened propitiously with a larger demand for help from employers during each of the first six months of the year than during the corresponding months of the previous year. During June and July the demand fell off, but in August there was an increase of 48 per cent in the number of employees called for by employers over the corresponding number during August, 1919. In October the depression, which was noted in June and July, again set in, and during the last three months of the year there were decreases, ranging from 25 to 60 per cent, in the numbers of employees called for when compared with the numbers for corresponding months in 1919. As a result of the decrease in the demand for help, the number of persons for whom positions could be obtained naturally fell off during the last half of the year, yet, for the year as a whole, the number of persons applied for by employers, the number of persons furnished employment, and the number of positions reported filled were in each case greater than the corresponding numbers for the year 1919, as will be observed by reference to the foregoing table.

The total number of individual employers who patronized the office during the year was 5,455, showing an increase of 81, or two per cent, over the corresponding number in 1919. The number of employers outside of Massachusetts who applied for help during the year was 110, and these applications came from Maine, New Hampshire, Vermont, Rhode Island, Connecticut, New York, New Jersey, North Carolina, South Carolina, Virginia, Florida, Ohio, California, and New Brunswick.

The total number of applicants for whom positions were secured during the year was 11,022, for 8,832 of whom one position only was secured, and for 2,190 of whom more than one position was secured. Comparison with corresponding data for 1919 shows that in 1920 there was an increase in the number of persons for whom positions were secured of 7.7 per cent, an increase of 34.2 per cent in the number of individuals for whom one position only was secured, and a decrease of 40.1 per cent in the number of individuals for whom more than one position was secured.

Problems of Readjustment. The recent industrial depression has fallen like a blow upon many of the workers. During the war period there was abundant work for all at unusually high rates of wages, and owing to the imperative demands made by the government for war materials many, even inexperienced employees, if they could assist in production, were put to work. Immediately after the signing of the armistice, however, there was a sudden termination of many government contracts. The employers then began a weeding out process and the less efficient employees were dismissed. The change in conditions, while observed in 1919, was not so evident as in 1920, particularly in the later months of the year. At the present time, when an employer has need of help, either skilled mechanics or able-bodied laborers, he describes definitely the necessary qualifications of the person desired and the applicant referred to him must fulfill the requirements of the employer or be rejected.

In very few cases are wages now offered by employers as high as those paid during the war, except in certain occupations where contracts or agreements with organizations have been made, and in such cases overtime and bonuses have usually

been abolished, thus effecting a material reduction from the wages formerly received. The conditions under which the employer will engage the persons called for are clearly stated to applicants for employment and frequently they accuse the registrar of seeking to reduce the scale of wages or of endeavoring to hold positions for friends, and it is very difficult to convince such applicants that the employer alone is responsible for the conditions imposed.

In the Boston Office, where the daily attendance of applicants for employment is often as high as 2,000 in normal times, there are occasionally some who manifest dissatisfaction when they fail to secure a position or are offered a position at less wages than they believe they should command. In some instances they are to be pitied because they are simply driven to desperation by their inability to secure employment and some of them, having young children dependent upon them, become despondent. When they see an applicant directly in front of them secure a position and are unable to obtain one themselves they naturally believe that they are being discriminated against and thereupon register complaint.

The Employers' Requirements. Excessive labor turnover in any industrial establishment is an important item of expense and can be reduced only by a careful selection of employees. An efficient employee is a real asset to his employer. When, therefore, an employer files an order at the employment office, the registrars and clerks must bear this fact in mind and carefully select those who are to be referred to positions in order that the employer will feel confident that his interests are being conserved. In order to maintain the public employment service at a high standard of efficiency experienced field agents are employed in visiting employers in order to determine whether or not the service is satisfactory and to invite suggestions that will tend to increase the efficiency of the service. Thus it is hoped to gain the good will of the employer, which is the greatest asset of an employment office.

Soldiers and Sailors. Contrary to expectations, the number of soldiers and sailors who registered at the Boston office during 1920 exceeded the corresponding number during 1919. In the following table data are presented showing, by months, the

number of soldiers and sailors registered, the number referred to positions and the number reported placed during each of the years 1919 and 1920.

MONTHS.	NUMBER REG- ISTERED		NUMBER REFERRED TO POSITIONS ¹		NUMBER REPORTED PLACED ¹	
	1919	1920	1919	1920	1919	1920
January,	1,443	1,710	163	225	73	94
February,	1,222	1,239	110	244	25	96
March,	1,207	1,393	98	325	43	127
April,	942	1,415	129	508	50	206
May,	879	1,455	178	398	68	177
June,	782	1,016	276	244	87	83
July,	1,291	1,432	166	214	66	96
August,	1,499	1,289	161	271	62	106
September,	1,400	934	191	274	74	116
October,	1,736	1,124	301	231	131	80
November,	1,658	1,478	246	118	126	39
December,	1,783	2,621	301	89	141	40
Totals,	15,841	17,106	2,320	3,141	946	1,262

¹ The monthly and annual totals include duplications of individuals who have been referred to more than one position or placed in more than one position.

The number of soldiers and sailors registered in 1920 was 17,106, exceeding by 1,265, or 8.0 per cent, the number registered in 1919. In referring applicants to positions preference is given to ex-service men and the records show that, notwithstanding the decreased demand for labor the number of soldiers and sailors referred to positions by the Boston office in 1920 was 3,141, or 35.4 per cent greater than in 1919, while the number reported placed was 1,262 or 33.4 per cent greater than in 1919. The number of soldiers and sailors registered during the month of December, 1920, was 2,621, greatly exceeding the number registered in any other month during the two years, 1919 and 1920, and unfortunately, owing to the lack of positions offered by employers, it was possible to find positions for only 40 of those registered. In this branch of work the office has co-operated with the Employment Bureau for Soldiers and Sailors conducted by the American Legion at its offices in the State House.

Women and Girls. The abnormal demand for women workers of all kinds, with the possible exception of clerical workers, continued until June, 1920. The wages offered were rather less than during the war but considerably above pre-war rates, and those desiring to work could still secure employment at good

wages. The demand for this class of help was so great that employers resorted to newspaper advertising, and, as a result, the same conditions prevailed as during the heavy demand for male workers during the war. There were many applicants for positions but many of these who were already employed were either seeking increased compensation or more congenial employment. The State institutions and hospitals lacked an adequate force of competent nurses and attendants, because many of them had left to accept positions in factories and workshops at higher wages, and in some instances wards had to be closed, owing to lack of help. In June and July there was a marked decrease in the demand for female factory operatives and since July the rooms assigned to the women's department have been crowded with applicants from opening until closing time, including many housework girls, nurses and attendants, of which the supply had been very inadequate. Finding that girls for housework were again seeking positions, employers are now becoming frequent visitors at the office. Much of this demand is from housewives who could not pay the high wages formerly demanded and who have, therefore, done the light housework themselves and have employed women once or twice a week to do the heavy work.

Another class of female applicants for employment who are now visiting the office are women whose husbands and sons have lost their positions during the depression. Prior to the war, many of these women contributed toward the family income, but during the war and for a time thereafter when the male members of the family were receiving large wages these women remained at home in order to care for their families. Many of them are women of experience in housework and are giving satisfaction to employers.

Mercantile Employees. During the year endeavor has been made to increase the number of placements of mercantile employees and executives and with some success, but this work could, it is believed, be handled much more acceptably and efficiently in a separate office centrally located in the mercantile district of the city. Heretofore, communication with employers desiring high grade clerical help has been largely through the use of the telephone and a large number of positions have

been filled by applicants who have called at the office only once, when special forms giving a detailed statement of their qualifications were filled out by them.

When an employer applies in person at the office for help of this kind, he is permitted to interview any applicants who may be present. Should an employer telephone his order, the current list of applicants is read to him, and he then decides which ones he would like to interview at his own office. The applicants designated by the employer are notified by telephone to call at the office and receive an introduction card, or are notified by mail, in which case introduction cards are sent to them and they are instructed to call upon the employer and to notify the office as to the result of the interview. When sufficient time has elapsed for the employer to have completed the interview, he is called by telephone and requested to advise the office as to whether or not he has engaged one of the applicants sent him. If he has not, another group of applicants is sent him, but this is seldom necessary, for usually one of the first group is chosen. Applicants in this class generally call at the office after the early rush of applicants for employment is over and the registrars thus have an opportunity to inquire carefully as to their experience and qualifications.

THE SPRINGFIELD OFFICE: 47-49 WATER STREET.

CHESTER W. ALLEN, *Superintendent.**Summary of Business from December 1, 1910, to December 31, 1920.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30						Dec. 1, 1916, to Dec. 31, 1917 ¹	Jan. 1 to Dec. 31, 1918	Jan. 1 to Dec. 31, 1919	Jan. 1 to Dec. 31, 1920	Total (10 Yrs., 1 Mo.)
	1911	1912	1913	1914	1915	1916					
Offers of positions, . . .	8,559	11,077	2,372	7,913	9,615	17,617	19,408	19,687	18,201	16,742	131,191
Positions reported filled, .	4,310	5,392	6,325	4,685	6,106	10,999	12,344	12,576	12,287	12,044	87,068
Persons furnished employ- ment.	2,300	2,819	2,965	2,032	2,528	4,264	4,324	5,187	4,438	4,203	35,060
Persons applied for by employers.	6,176	7,845	9,229	6,263	7,571	14,726	16,972	18,823	17,042	17,038	121,685

¹ Covering a period of 13 months.

General Summary. The business of the Springfield Public Employment Office for the year 1920 was very good with the exception of the last three months, during which there was a curtailment of production in manufacturing establishments and many employees were laid off. From January to September, 1920, inclusive, there was more business transacted than during the corresponding months of the previous year, but in October employers began to lay off help and continued to do so until the close of the year. The number of persons called for by employers and the number of positions reported filled in December were less than in any month since July, 1915. The number unemployed was further increased during the latter part of December by the closing of some manufacturing plants for inventory.

Of the 2,908 individual employers who patronized the office during the year, 1,921 had applied in former years, 86 of whom were non-residents of this State. The number of employers who used the office for the first time was 987, of whom 41 were non-residents.

The total number of persons called for by employers during the year 1920 was 17,038 (11,304 males and 5,734 females) as compared with 17,042 (10,605 males and 6,437 females) in 1919

and the total number of positions reported filled in 1920 was 12,044 (7,904 males and 4,140 females), as compared with 12,287 (7,588 males and 4,699 females) who were reported placed during the previous year. Positions were secured for 4,203 individual applicants as compared with 4,438 in 1919. The number of male applicants for whom positions were secured was 3,287 as compared with 3,455 in 1919, while 916 females were placed in employment in 1920, or 67 less than during the previous year. Of the 3,287 males who secured employment, 2,416, or 73.5 per cent, were native born, while of the 916 females, 611, or 66.7 per cent, were native born. During the year 20,330 persons were interviewed by the registrars of employment, 13,102 in the men's department and 7,228 in the women's department.

Skilled Males. The demand for men in the metal trades continued until October, during which time first-class all-round machinists, toolmakers and machine operators capable of reading blue prints were scarce and good positions both in and out of the city were offered. After the first of October, however, conditions changed and as the demand decreased, large numbers of men in these occupations began to seek positions and there were hardly any to offer them. A large number of mechanical draftsmen, machine foremen, time study men and general foremen have applied since October. The demand for automobile mechanics was fair during the Spring and Summer but gradually fell off in the Fall and no orders from employers were received after September, while the supply was large throughout the year.

The demand for skilled workmen in the building trades was irregular during the year, and most of the calls, especially for carpenters, were received during the Spring and Fall months. A large number of bridge and structural iron workers applied during August and September. The construction of the new Connecticut River bridge brought many of these iron workers to Springfield. Practically no calls for this class of workmen were received. The demand for steamfitters, tinsmiths and their helpers, roofers, bricklayers, plasterers and lathers continued small throughout the year with a good supply on hand at all times.

Unskilled Males. During January, 1920, a large number of calls were received for able-bodied laborers, woodsmen and general workers, while the demand for hotel and restaurant workers and general teamsters was good for that month of the year. At no time during the month were good workers plentiful. In February there was a noticeable falling off in the number of construction and general laborers called for and a corresponding increase in the supply. The heavy snow storms during the month caused a large demand for shovellers and, owing to the necessity of having this work done at once, the wages offered and asked were as high, and in many instances in excess of, any which common or general laborers had previously received. From the first of March until the first of August the number of laborers called for and placed fluctuated, due to the scarcity or abundance of farm work. As warm weather approached hotel and restaurant workers were in demand. From May until August there were at times as many as twenty places open for this class of help, nearly all at unusually high wages. There had been, however, a gradual falling off in the number of laborers called for on steady work. During the months of September and October there was a very marked falling off in the number of shop and construction laborers called for. In November and December there was a complete reversal of conditions which had existed during the previous four years. There were no calls for common, shop or construction laborers or hotel and restaurant workers, while a very large number of men applied for such positions. The surplus was due not only to the curtailment of production and consequent laying off of many employees by manufacturing plants but also because many skilled men such as machinists, toolmakers, polishers, and machine operators who had never before worked as laborers were willing to accept such work when obtainable.

Farm Labor. The supply of farm labor, always inadequate when industrial conditions are good and when high wages are paid in the factories, was hardly equal to the demand during the Summer and Fall months. As in the past this office has given special attention to supplying the farmers with competent help and has received their continued patronage. Dur-

ing the first three months of the year wages offered were from \$50 to \$60 a month with board and room for single men who could milk and \$65 to \$80 a month with house rent, fuel, milk and in some cases vegetables for married men. Competent farm hands were scarce and only 40 per cent of the demand was filled. In August and September, during the tobacco harvest, there were frequent orders for men and although the wages offered were considerably less than in 1919, the supply was sufficient. Since October, when the factories began to lay off help, no difficulty has been experienced in supplying farm labor, although the wages offered have fallen to \$30 or \$35 a month, with board and room for single men. During the last three months of the year, 85 per cent of the demand was filled as compared with 40 per cent during the first quarter of the year.

Soldiers and Sailors. Efforts to place in permanent positions honorably discharged service men have been continued during the year with gratifying success, and employers have continued to co-operate in this work. Since January 20, 1920, an employee of the United States Employment Service has been attached to this office and in addition to other work, he has given special attention to the placement of ex-service men. The following data relate to the activities of this office in the placement of soldiers and sailors.

MONTHS.	NUMBER REGISTERED		NUMBER REFERRED TO POSITIONS ¹		NUMBER REPORTED PLACED ¹	
	1919	1920	1919	1920	1919	1920
January.	280	42	217	170	65	94
February.	214	47	143	196	71	131
March.	139	105	100	256	56	142
April.	149	58	136	163	87	96
May.	144	47	180	148	116	86
June.	109	58	198	159	100	101
July.	113	26	183	101	98	61
August.	95	55	129	170	71	94
September.	156	23	193	114	115	72
October.	102	19	191	90	102	35
November.	53	8	159	59	91	34
December.	44	3	144	39	100	23
Totals.	1,607	491	1,973	1,665	1,072	969

¹ The monthly and annual totals include duplications of individuals who have been referred to more than one position or placed in more than one position.

The above records show that there has been a remarkable reduction in the number of new registrations since January, 1919, and since October, 1920, the number of new registrations has been almost negligible, while the numbers referred to positions and reported placed have likewise decreased. A comparison of the totals for the years 1919 and 1920 shows that, although the number of new registrations was less by 69.4 per cent in 1920 than in 1919, the number referred to positions and the number reported placed (including duplicated individuals) were, respectively, only 15.6 per cent and 9.6 per cent less in 1920 than in 1919.

Women and Girls. In the women's department there was no noticeable change in employment conditions until late in the Spring. At that time there were not so many calls for summer help and more applicants than in the previous years. In July and August an oversupply of day workers was noted but in all other lines of work applicants were easily and quickly placed and there seemed no limit to the demand for shop, office, and domestic workers.

Until the middle of August there were practically standing orders for girls in two of the best paying shops. Many calls were also received from shops where the pay was not so high, but, as always happens when labor conditions are unusually good, very few workers applied for work and some of these refused to consider the positions offered. Beginning in September and increasing each month until December, when the holiday trade provided some extra employment, large numbers of women and girls applied for positions.

Positions for unskilled domestics have been more easily filled since last Spring, and fewer orders for hotel and restaurant help have been received. In the Fall, schools and institutions had little difficulty in securing all help required except cooks, and in some cases kitchen help. The strong young women who formerly were willing to do kitchen work now prefer to work in laundries because laundry workers are free on Sundays. Some of the young women who were employed in the shops have accepted positions as waitresses, but there is still a shortage of competent housework maids and cooks, due to the fact

that for several years past no green girls have been available for training.

In no line of work has the change in conditions been more noticeable than in the case of day workers. During the Spring housecleaning the supply was so limited that practically any girl or woman from sixteen to sixty could be placed, and so many orders were received, even a week or more in advance, that often it was impossible to fill the positions promptly, but later in the year there was an oversupply of day workers.

Special Service. An employee of the United States Employment Service who has been assigned to this office has devoted special attention to the placement of handicapped ex-service men and of those for whom special efforts were necessary in order to place them in permanent positions, and of those applicants, who, by reason of old age or disability, were not able to do regular work. He has also acted as field agent, visiting manufacturers and other employers of labor, not only for the purpose of securing positions for the several cases turned over to him but also to keep the office in touch with the needs of these plants. He has also explained the facilities of the office for supplying competent help. Of those employers who have been patrons of the office inquiries were made as to the service rendered and valuable suggestions relative to the improvement of the service have been received.

THE WORCESTER OFFICE: 48-52 GREEN STREET.

WILLIAM A. WILDER, *Superintendent.**Summary of Business from September 15, 1913, to December 31, 1920.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30				Dec. 1, 1916, to Dec. 31, 1917 ¹	Jan. 1, to Dec. 31, 1918	Jan. 1, to Dec. 31, 1919	Jan. 1, to Dec. 31, 1920	Total (7 Yrs., 3½ Mos.)
	1913 ¹	1914	1915	1916					
Offers of positions.	1,822	7,561	10,365	16,515	17,887	17,519	14,258	14,099	100,026
Positions reported filled.	552	3,176	5,150	8,398	9,681	9,034	8,443	8,566	53,000
Persons furnished employment.	479	2,152	3,156	4,137	4,282	4,489	3,422	3,379	25,496
Persons applied for by employers.	1,089	4,387	7,316	15,152	16,253	14,923	12,941	12,376	84,437

¹ Office open two and one-half months only in 1913.² Covering a period of 13 months.

General Summary. Conditions in the labor market varied greatly during the year. The after-war boom in industry, which began about the close of 1919, continued through several months, reaching its peak in the spring of 1920. The demand for labor during this period compared favorably with that during the war and wages paid in a number of occupations were even higher. Early in the summer a decline in many branches of industry was noticed. The call for workers steadily decreased and manufacturers began curtailing production, until at the end of the year a large majority of the plants in this district were being operated only a few days a week and many closed down entirely. The December records showed the smallest demand for help since 1915. The office was filled from day to day with applicants seeking work and the rates of wages offered had become of secondary consideration.

During the year, 2,785 individual employers applied at the office for help, and of this number 1,698 applied for the first time. Seventeen of the employers were non-residents. The total number of persons called for by employers was 12,376 (6,873 males and 5,503 females) compared with 12,941 (6,555 males and 6,386 females) in 1919 and the total number of positions reported filled was 8,566 (4,277 by males and 4,289

by females) as compared with a total of 8,443 (3,656 by males and 4,787 by females) in 1919.

During the year, 3,379 individual applicants (2,555 males and 824 females) secured positions through the office, as compared with 3,422 (2,448 males and 974 females) in 1919. Of the males, 2,057 secured one position and 498 more than one; 1,553 were native born and 1,002 foreign born; 1,828 were single and 727 married. Of the females, 452 secured one position and 372 more than one; 354 were native born and 470 foreign born; 386 were single and 438 married.

The percentage hired of those referred to positions ranged from 47.8 per cent in February to 81.9 per cent in December and the average for the year was 60.8 per cent as compared with 59.2 per cent for 1919. These percentages correspond closely with the percentages of help furnished by the office of those called for by employers, which increased from a minimum of 56.6 per cent for February to a maximum of 84.3 per cent for November, while the average was 69.2 per cent for 1920 as compared with 65.2 per cent for the preceding twelve months.

Skilled Labor. In the men's department, the chief call for skilled workers came as usual from the metal trades shops, the orders in about all cases specifying machinists of long experience and accuracy. Machine operators whose training was confined to the rush period of war production received very little consideration when sent on these jobs. The demand for these highly skilled men during the early months of the year was far in excess of the number of applicants and continued good until October, when a slump in business became quite evident. Concerns that had been able to use about all the toolmakers, machinists and machine specialists sent them, confined their orders to a few men. Conditions did not improve and the year ended with no openings in this line to offer the many applying.

The amount of business done with the woolen mills in this vicinity was somewhat smaller than during former years, as that industry was affected by the present business depression somewhat earlier than others. A large number of spinners and weavers applied for positions and there were no openings in their line, but it was found possible to place most of them on

other work. The satinet and wool combing mills, however, were busy until Fall and afforded positions for a large number of the unskilled textile applicants.

Inactivity in the building trades was a source of disappointment during the year because, heretofore, these trades had furnished employment for a large number of applicants and it was only during the Fall that there was any real demand for carpenters and helpers. Engineers and firemen fared somewhat better but of these there was a surplus most of the time. The office continued to keep closely in touch with such applicants and desirable openings were speedily filled.

Unskilled Labor. Common laborers were in good demand for the first ten months of 1920 and particularly so during the early Spring and Fall. There was generally a shortage of these men, especially for the heavy jobs, and the pay for them increased until wages as high as 75 cents per hour were paid and 60 cents became a usual rate. That these rates could not be maintained was quite evident, for they were higher than those offered in many lines for skilled workers, and by December the pay for laborers was down to 50 cents an hour and before the end of the year a rate as low as 40 cents was offered and accepted.

The high cost of labor brought the casual workers, the short job men, more to the fore, as many manufacturers preferred to use this class of labor, when possible, in many cases paying them at the end of the day instead of hiring regular men, and consequently large numbers were placed. During October, November, and December woodsmen in large numbers were placed on nearby jobs. Hotels, restaurants and institutions applied for their usual quota of employees and these were easily supplied.

Farm Labor. During 1920, as in former years, the office endeavored to keep the farmers in this section supplied with competent help. This was rather difficult for the first few months on account of the high wages being paid in the city, but during the Spring farmers offered as high as \$75 per month, room and board, for dependable men and it was found possible to fill a large number of the orders received. The supply of farm labor increased during the remainder of the year and by December the applicants outnumbered the positions offered. The office

supplied 53.9 per cent of the farm hands called for in 1920 as compared with 55.4 per cent in 1919.

Soldiers and Sailors. Although the placement of ex-service men as a class has almost ceased to be a separate employment problem and employers no longer make any particular mention of them in their orders for help, yet this office continued its activities in their behalf. The following is the record of the Worcester office in the placement of ex-service men during 1919 and 1920.

MONTHS.	NUMBER REGISTERED		NUMBER REFERRED TO POSITIONS ¹		NUMBER REPORTED PLACED ¹	
	1919	1920	1919	1920	1919	1920
January,	108	45	99	101	30	46
February,	102	45	67	80	28	25
March,	87	67	70	121	26	47
April,	71	66	71	109	30	41
May,	54	41	78	84	38	43
June,	47	42	92	80	36	36
July,	41	70	87	130	28	80
August,	31	50	63	110	28	58
September,	45	26	135	72	45	44
October,	36	26	122	54	44	42
November,	41	19	110	41	38	24
December,	37	7	94	26	32	29
Totals,	700	504	1,088	1,008	403	515

¹ The monthly and annual totals include duplications of individuals who have been referred to more than one position or placed in more than one position.

Women and Girls. In the women's department of this office greater attention than formerly has been given to the placement of stenographers, bookkeepers and clerical workers. During the early months of the year there was a shortage, but a change was noted during the Summer and Fall, and in November and December there were at least six applicants for each position listed. Many calls for salesladies were received and were filled with little difficulty. Girls who were employed as elevator operators during the war have served so satisfactorily that many of them have been retained in this capacity.

The textile industry has afforded a large number of positions during the year and until November there was a continuous demand for experienced stitchers. A number of openings were listed for girls in printing establishments and the office was successful in placing applicants who desired to gain experience in this work.

There was a large demand for chambermaids and waitresses until the lay-off in factories, when a rush was made for hotels and institutions where maintenance was furnished. In a very short space of time every such opening was filled, and there was an increasing number of applicants. Laundresses were supplied to hotels, institutions and steam laundries as the calls were received. Housemaids continued at a premium during the earlier months and throughout the Summer, but the supply has since become more adequate, although the wages demanded have not fallen to any great extent.

Day workers were very scarce early in the year, but in the Summer the supply and demand were nearly equal. However, during the last few months the office has been filled with applicants every morning. During the depression the only income in some families has been that earned by a member who has found employment as a day worker. Although orders have been somewhat fewer than usual, the wages demanded have continued about the same but with a tendency downward.

Field Work. Following an established policy, many manufacturing plants in this section were visited and a careful study made of their labor requirements. So beneficial has this method proved that it is planned to make more frequent visits in the future with follow-up placement work in view.

STATISTICAL TABLES.

TABLE I. — *Summary of Business of All Offices from December 1, 1909, to December 31, 1920.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30							Dec. 1, 1916, to Dec. 31, 1917 ¹	Jan. 1 to Dec. 31, 1918	Jan. 1 to Dec. 31, 1919	Jan. 1 to Dec. 31, 1920	Total
	1910	1911	1912	1913 ²	1914 ³	1915 ³	1916 ³					
Offers of positions.	51,082	58,172	74,069	74,113	53,858	51,580	78,157	80,734	77,699	66,724	65,932	732,140
Positions reported filled.	20,574	21,158	26,587	29,117	24,710	26,669	39,865	41,155	39,735	37,615	37,520	344,725
Persons furnished employment.	12,292	13,205	15,711	16,835	13,644	14,304	19,413	19,577	21,419	18,095	18,604	183,099
Persons applied for by employers.	28,354	30,632	36,834	39,230	31,565	33,906	60,782	62,541	62,558	58,255	58,575	503,232

¹ The figures for 1913 are for a full 12 months for the Boston and Springfield offices, 11 months for the Fall River office (this office having been closed during August) and two and one-half months for the Worcester office.

² The figures for 1914, 1915, and 1916 are for a full 12 months for the Boston, Springfield and Worcester offices, and 11 months for the Fall River office.

³ The figures for 1917 are for 13 months for the Boston, Springfield and Worcester offices and four months for the Fall River office, this office having been discontinued March 31, 1917.

TABLE II. — *Summary of Business of the Boston Office during the Year ending December 31, 1920, with Comparable Data for 1919.*

CLASSIFICATION.	1920			1919	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1919)	
Applications from Employers,	—	—	21,635	21,369	+1.24
Individual Employers who Applied for Help.	—	—	5,455	5,374	+1.51
Persons Applied for by Employers,	18,814	10,347	29,161	28,272	+3.14
Positions offered Applicants,	22,779	12,312	35,091	34,265	+2.41
Positions Reported Filled,	9,917	6,993	16,910	16,885	+0.15
Individuals for whom one Position only was secured.	6,602	2,230	8,832	6,582	+34.18
Individuals for whom more than one Position was secured.	1,206	984	2,190	3,653	—40.05
Total for whom Positions were secured,	7,808	3,214	11,022	10,235	+7.69

TABLE III. — *Summary of Business of the Springfield Office during the Year ending December 31, 1920, with Comparable Data for 1919.*

CLASSIFICATION.	1920			1919	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1919)	
Applications from Employers, . . .	—	—	10,960	12,333	—11.13
Individual Employers who Applied for Help.	—	—	2,908	3,242	—10.30
Persons Applied for by Employers, .	11,304	5,734	17,038	17,042	—0.02
Positions offered Applicants, . . .	11,441	5,301	16,742	18,201	—8.02
Positions Reported Filled, . . .	7,904	4,140	12,044	12,287	—1.98
Individuals for whom one Position only was secured.	2,368	448	2,816	2,924	—3.69
Individuals for whom more than one Position was secured.	919	468	1,387	1,514	—8.39
Total for whom Positions were secured, .	3,287	916	4,203	4,438	—5.30

TABLE IV. — *Summary of Business of the Worcester Office during the Year ending December 31, 1920, with Comparable Data for 1919.*

CLASSIFICATION.	1920			1919	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1919)	
Applications from Employers, . . .	—	—	9,265	9,731	—4.79
Individual Employers who Applied for Help.	—	—	2,785	2,841	—1.97
Persons Applied for by Employers, .	6,873	5,503	12,376	12,941	—4.37
Positions offered Applicants, . . .	8,981	5,118	14,099	14,258	—1.12
Positions Reported Filled, . . .	4,277	4,239	8,566	8,443	+1.46
Individuals for whom one Position only was secured.	2,057	452	2,509	2,536	—1.06
Individuals for whom more than one Position was secured.	498	372	870	886	—1.81
Total for whom Positions were secured, .	2,555	824	3,379	3,422	—1.26

TABLE V. — *Comparative Summary of Business of Each*

CLASSIFICATION.		Working Days	Number of Applications from Employers
1	Boston:		
2	Males,	304	12,079
3	Females,	304	9,556
4	Total,	304 ¹	21,635
5	Springfield:		
6	Males,	305	5,793
7	Females,	305	5,167
8	Total,	305	10,960
9	Worcester:		
10	Males,	305	4,157
11	Females,	305	5,108
12	Total,	305	9,265
13	Consolidated Totals for Three Offices:		
14	Males,	—	22,029
15	Females,	—	19,831
16	Total,	—	41,860

TABLE VI. — *Summary by Months of Business of the*

MONTHS.		Working Days	Number of Applications from Employers
1	January,	26	3,863
2	February,	23	3,084
3	March,	27	4,341
4	April,	25	4,333
5	May,	25	4,172
6	June,	25 ¹	3,831
7	July,	26	3,165
8	August,	26	3,596
9	September,	25	3,838
10	October,	25	3,214
11	November,	25	2,457
12	December,	26	1,966
13	Totals,	304 ¹	41,860

¹ The Boston office was open 24 days in June.

Office during the Year ending December 31, 1920.

Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED APPLICANTS		POSITIONS REPORTED FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
18,814	61.88	22,779	74.93	9,917	32.62	52.71	1
10,347	34.04	12,312	40.50	6,993	23.00	67.58	2
29,161	95.92	35,091	115.43	16,910	55.62	57.99	3
11,304	37.06	11,441	37.51	7,904	25.91	69.92	4
5,734	18.80	5,301	17.38	4,140	13.57	72.20	5
17,038	55.86	16,742	54.89	12,044	39.48	70.69	6
6,873	22.54	8,981	29.45	4,277	14.03	62.23	7
5,503	18.04	5,118	16.78	4,289	14.06	77.94	8
12,376	40.58	14,099	46.23	8,566	28.09	69.21	9
36,991	121.48	43,201	141.89	22,098	72.56	59.74	10
21,584	70.88	22,731	74.66	15,422	50.63	71.45	11
58,575	192.36	65,932	216.55	37,520	123.19	64.05	12

Three Offices during the Year ending December 31, 1920.

Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED APPLICANTS		POSITIONS REPORTED FILLED		Percent- ages of Positions Filled of Persons Called for	
		Number	Daily Average	Number	Daily Average		
5,523	212.42	5,861	225.42	3,278	126.08	59.35	1
4,447	193.35	4,883	212.30	2,689	115.61	60.47	2
6,001	222.26	6,748	249.93	3,538	131.04	58.96	3
5,960	238.40	6,195	247.80	3,656	146.24	61.34	4
6,083	243.32	6,485	259.40	3,724	148.96	61.22	5
5,146	201.89	6,088	239.18	3,393	132.96	65.93	6
4,290	165.00	5,311	204.27	3,062	117.77	71.38	7
5,363	206.27	5,970	229.62	3,346	128.69	62.39	8
5,948	233.92	6,261	250.44	3,528	141.12	60.33	9
4,568	182.72	5,386	215.44	3,040	121.00	66.55	10
3,041	121.64	3,903	156.12	2,364	94.56	77.74	11
2,305	88.65	2,841	109.27	1,902	73.15	82.52	12
58,575	192.36	65,932	216.55	37,520	123.19	64.05	13

TABLE VII. — *Classification, by Occupations, of "Persons Called for" and*

	INDUSTRIES AND OCCUPATIONS.	BOSTON	
		Persons Called for	Positions Filled
1	Agriculture:	263	144
2	Farm hands, gardeners, dairy hands, etc.,	254	142
3	Agricultural laborers,	—	1
4	Others,	9	1
5	Building and Construction:	1,467	816
6	Carpenters,	363	241
7	Electricians (inside and outside),	120	73
8	Painters, paperhangers, etc.,	384	188
9	Pipe fitters and plumbers,	183	84
10	Roofers and sheet-metal workers,	115	56
11	Structural-iron workers,	28	14
12	Other building trades mechanics,	42	15
13	Building trades helpers,	222	145
14	Casual Workers,	2,215	2,000
15	Chemicals, Oils, Paints, etc.,	165	86
16	Clay, Glass and Stone Products,	21	7
17	Clerical, Professional and Technical:	1,075	482
18	Bookkeepers, accountants and cashiers,	188	58
19	Draftsmen,	33	21
20	Office clerks,	435	215
21	Stenographers and typists,	307	103
22	Teachers,	—	—
23	Others,	112	85
24	Clothing and Textiles:	652	343
25	Dressmakers and seamstresses,	76	48
26	Garment workers,	302	128
27	Hat, cap and millinery workers,	51	59
28	Shirt, collar and cuff workers,	3	19
29	Textile workers,	49	—
30	Others,	171	86
31	Common Labor (not casual workers),	1,477	1,182
32	Domestic and Personal Service:	2,165	4,549
33	Chambermaids,	443	255
34	Cooks and chefs,	783	307
35	Domestics,	359	246
36	Kitchen and pantry workers,	3,312	1,976
37	Laundry, cleaning, dyeing, etc.,	338	149
38	Matrons and hotel housekeepers,	11	4
39	Nurses and attendants,	175	164
40	Waiters, waitresses and busboys,	1,047	907
41	Others,	1,127	541
42	Food, Beverages and Tobacco:	431	208
43	Bakery and confectionery workers,	208	86
44	Meat and butcher workmen,	33	6
45	Cannery workers,	37	30
46	Cigar, cigarette and tobacco workers,	10	3
47	Others,	143	83
48	Leather, Rubber and Allied Products:	890	656
49	Boot and shoe workers,	144	102
50	Fur and glove workers,	20	27
51	Rubber workers,	553	436
52	Others,	173	91
53	Lumber:	3	1
54	Skilled woodmen,	1	1
55	Woods laborers,	2	—

"Positions Filled" at Each Office during the Year ending December 31, 1920.

SPRINGFIELD		WORCESTER		TOTALS		
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	
705	452	419	222	1,287	818	1
692	443	380	205	1,326	790	2
13	9	18	17	31	27	3
-	-	21	-	30	1	4
476	235	573	285	2,506	1,356	5
216	98	93	54	672	393	6
19	10	18	5	157	88	7
120	63	46	25	550	276	8
20	4	25	7	228	95	9
30	5	15	4	160	65	10
4	2	4	-	36	16	11
21	13	15	3	78	31	12
46	40	357	207	625	392	13
8,743	8,199	5,167	4,924	17,125	16,122	14
29	5	23	8	208	99	15
23	3	3	2	47	12	16
196	74	218	79	1,429	635	17
13	3	19	5	220	66	18
14	4	18	6	65	31	19
96	45	72	30	603	290	20
65	19	81	30	453	152	21
1	1	-	-	1	1	22
7	2	28	8	147	95	23
297	81	491	271	1,350	695	24
12	6	13	-	101	54	25
56	11	34	23	392	162	26
4	1	4	9	59	69	27
-	-	5	-	8	3	28
113	41	407	226	569	286	29
22	22	28	13	221	121	30
1,256	747	1,047	675	3,780	2,614	31
2,120	803	1,431	597	11,726	5,859	32
221	69	52	6	716	330	33
220	69	145	34	1,118	410	34
505	102	551	134	1,415	486	35
737	420	408	248	4,457	2,640	36
103	25	49	17	490	191	37
4	1	7	2	22	7	38
17	2	38	8	230	174	39
171	36	131	39	1,949	982	40
152	79	50	19	1,329	639	41
206	111	34	6	671	325	42
90	29	20	2	318	117	43
6	2	8	1	47	9	44
-	-	-	-	37	30	45
86	69	1	1	97	73	46
24	11	5	2	172	96	47
24	12	81	40	995	706	48
1	2	40	12	185	116	49
-	1	-	-	20	28	50
10	4	-	8	563	448	51
13	5	41	20	227	116	52
94	25	78	65	175	91	53
-	-	77	65	78	66	54
94	25	1	-	97	25	55

TABLE VII. — *Classification, by Occupations, of "Persons Called*

INDUSTRIES AND OCCUPATIONS.	BOSTON	
	Persons Called for	Positions Filled
Metals and Machinery:	2,043	1,146
Auto mechanics and garage workers,	125	30
Blacksmiths and boilermakers,	54	15
Machinists, tool and die makers,	528	302
Machine hands and specialists,	297	227
Millwrights,	50	19
Molders and core makers,	23	5
Polishers, buffers, platers, etc.,	35	7
Welders and cutters,	7	—
Helpers and handy men, all trades,	422	204
Others,	502	329
Musical Instruments:	34	32
Instrument makers,	13	17
Others,	21	15
Paper and Printing:	788	375
Paper and pulp mill workers,	37	25
Paper-box and bag workers,	78	67
Printers and pressmen,	229	75
Feeders and bindery workers,	287	123
Others,	157	85
Shipbuilding:	3,655	1,330
Riveters, chippers, calkers and reamers,	1,001	411
Ship fitters,	86	35
Ship carpenters,	50	19
Shipbuilding laborers,	281	64
Other distinct occupations,	2,237	801
Theatres and Amusements,	31	14
Transportation and Public Utilities:	447	181
Chauffeurs and auto-truck drivers,	169	81
Teamsters, stablemen and deliverymen,	220	77
Telephone and telegraph workers,	44	17
Track workers,	—	—
Trainmen, dispatchers, enginemen, etc.,	2	1
Others,	12	5
Wholesale and Retail Trade:	710	405
Sales people,	183	79
Shipping and stock clerks, packers, etc.,	487	308
Others,	40	18
Woodworking and Furniture:	139	57
Cabinet makers and furniture finishers,	13	—
Machine woodworkers,	16	6
Others,	110	51
Miscellaneous:	3,500	1,787
Apprentices, all trades,	240	135
Boys and girls (not otherwise classified),	1,280	703
Elevator operators,	305	155
Engineers,	257	132
Firemen and oilers,	500	268
Pattern makers,	7	4
Watchmen, janitors, guards, etc.,	644	246
Others,	207	144
Totals,	29,161	16,910

for" and "Positions Filled" at Each Office, etc. — Concluded.

SPRINGFIELD		WORCESTER		TOTALS	
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled
1,788	834	1,767	1,042	5,898	3,072
89	39	37	7	251	76
35	13	32	15	121	43
153	38	171	70	852	410
1,179	644	468	235	1,944	1,106
27	16	36	21	113	56
16	7	4	1	43	13
45	30	34	17	114	55
12	2	7	2	26	11
147	55	112	75	681	334
85	40	866	599	1,453	968
-	-	-	1	34	33
-	-	-	-	13	17
-	-	-	1	21	16
194	36	61	29	953	437
5	-	-	-	42	25
4	2	4	6	86	75
19	9	9	4	257	88
39	13	13	1	339	137
37	12	35	15	229	112
45	14	13	8	3,713	1,352
17	13	4	2	1,022	426
2	-	-	-	88	35
-	-	-	-	50	19
25	-	-	-	306	64
1	1	9	6	2,247	808
36	18	-	-	67	32
334	137	256	77	1,037	395
92	55	73	32	334	168
132	55	102	33	454	165
5	2	3	-	52	19
60	6	36	9	96	15
8	4	-	-	10	5
37	15	42	3	91	23
263	83	136	53	1,049	541
64	21	55	17	302	117
110	52	74	33	671	393
29	10	7	3	76	31
30	11	39	19	206	87
5	3	8	5	26	8
13	7	25	12	54	25
12	1	6	2	128	54
413	204	539	236	4,457	2,227
15	6	17	5	272	146
114	53	105	41	1,499	797
33	14	23	5	421	174
30	11	49	16	336	159
87	50	125	68	712	386
8	3	11	6	26	13
129	67	205	93	978	406
2	-	4	2	213	146
17,033	12,044	12,376	8,566	58,575	37,520

TABLE VIII. — *Daily Averages of "Persons Called for" and "Positions Reported Filled" at Each Office during the Year ending December 31, 1920, with Comparable Data for 1919.*

MONTHS.	PERSONS CALLED FOR						POSITIONS REPORTED FILLED					
	BOSTON		SPRINGFIELD		WORCESTER		BOSTON		SPRINGFIELD		WORCESTER	
	1919	1920	1919	1920	1919	1920	1919	1920	1919	1920	1919	1920
January, . . .	87	94	50	78	36	41	56	51	31	49	28	26
February, . . .	72	96	47	63	31	35	47	52	30	45	26	20
March, . . .	66	111	40	66	31	46	44	59	30	44	22	28
April, . . .	85	120	48	65	38	54	49	71	37	43	27	33
May, . . .	98	129	58	64	44	50	62	73	44	43	31	33
June, . . .	117	103	68	58	45	41	68	64	52	40	30	29
July, . . .	83	78	58	48	42	39	64	49	42	39	30	29
August, . . .	71	104	52	60	44	42	47	56	39	43	26	29
September, . . .	122	129	66	58	54	46	53	68	48	40	30	33
October, . . .	122	95	64	48	57	40	64	53	45	36	31	32
November, . . .	105	54	71	38	46	30	56	39	50	31	28	25
December, . . .	98	39	53	26	43	23	61	32	40	22	26	19
Averages, . . .	94	96	56	56	43	41	56	56	41	39	30	28

TABLE IX. — *Expenditures on Account of Maintenance of the Three State Employment Offices during the Fiscal Year ending November 30, 1920.*

	Boston	Springfield	Worcester	Total
Books, maps, clippings, etc.,	\$8 50	\$2 50	-	\$11 00
Expressage,	3 50	3 29	\$3 00	9 79
Postage,	50 20	32 00	32 00	114 20
Printing:				
Annual reports,	73 59	36 80	36 79	147 18
Other reports,	-	-	-	-
Office forms, etc.,	326 20	139 58	117 56	583 34
Stationery, office and machine supplies,	136 46	42 22	44 32	223 00
Typewriter machines,	63 15	-	-	63 15
Other machines,	-	-	-	-
Telephone,	798 02	326 17	273 63	1,397 82
Travel,	79 64	19 83	16 04	115 51
Rent,	4,200 00	1,800 00	1,287 50	7,287 50
Light,	379 48	92 02	36 24	507 74
Advertising,	183 05	123 53	124 41	430 99
Cleaning and cleaning materials,	34 65	15 30	36 41	86 36
Other expenses,	119 95	59 35	38 51	217 81
Salaries, including janitor service,	22,407 49	11,727 00	7,228 23	41,362 72
Totals,	\$28,863 88	\$14,419 59	\$9,274 64	\$52,558 11
Balance unexpended,	-	-	-	2,041 89
Appropriation,	-	-	-	\$54,600 00

APPENDIX A.

SURVEY OF UNEMPLOYMENT IN MASSACHUSETTS, WEEK ENDING DECEMBER 18, 1920.

In order to determine the extent to which the industrial depression had affected the principal industries in Massachusetts, field agents and inspectors of the Department were instructed to make a special survey of unemployment during the week ending December 18, 1920.

SCOPE OF THE SURVEY.

The following industries in the principal industrial centers in the State were covered by the survey:

1. Manufactures:
 - a. Textiles.
 - b. Boots and shoes.
 - c. Metals and machinery.
 - d. Paper and paper products.
 - e. Jewelry.
 - f. Leather.
 - g. Rubber goods.
2. Mercantile trade.
3. Building trades.
4. Municipal employment.
5. Transportation.
6. Other principal industries.

Information with reference to the following subjects was also obtained:

7. Withdrawal of savings by unemployed wage-earners.
8. Applications by unemployed for relief at offices of charitable organizations.
9. Unemployment in principal cities.

1. MANUFACTURES.

The following table shows, for seven important industries in Massachusetts, by principal manufacturing centers, the number of persons employed in representative establishments during the week ending December 18, 1920, with corresponding data for the

week ending December 17, 1919, and for the week of maximum employment in 1920. By "week of maximum employment" is meant that week (not necessarily the same week for the individual establishments) during which the maximum number of persons were employed during the year 1920. In most instances the week of maximum employment fell in one of the first three months of the year, when, in marked contrast with conditions in the labor market in December, 1920, there was in nearly all of the principal industries a large demand for labor which could not be supplied.

Number of Employees in Representative Manufacturing Establishments in Massachusetts on Specified Dates, and Percentages Unemployed, Week Ending December 18, 1920.

INDUSTRIES AND CITIES.	NUM- BER OF ES- TABLISH- MENTS	NUMBER OF EMPLOYEES ON PAY ROLLS —			PER CENT UNEMPLOYED ON DEC. 18, 1920, BASED ON NUM- BER EMPLOYED —	
		Week Ending Dec. 18, 1920	Week Ending Dec. 17, 1919	Week of Maxi- mum Em- ploy- ment, 1920	Week Ending Dec. 17, 1919	Week of Maxi- mum Em- ploy- ment, 1920
Textile Industry,	130	104,472	155,286	163,000	33.7	26.1
Fall River,	31	19,349	28,729	27,995	32.6	30.9
New Bedford,	27	20,200	36,820	37,511	44.4	46.1
Lowell,	12	12,895	19,852	21,374	35.0	39.7
Lawrence,	6	22,284	29,437	32,142	24.3	30.7
Other municipalities,	54	29,744	40,870	44,578	27.2	33.3
Boot and Shoe Industry,	72	27,296	41,422	46,445	33.9	41.0
Brockton,	12	7,716	8,304	10,585	7.1	27.1
Lynn,	18	3,713	6,576	6,891	43.5	46.1
Haverhill,	14	1,833	4,443	4,617	58.7	60.3
Other municipalities,	28	14,134	22,099	24,352	36.0	42.0
Metals and Machinery,	85	74,964	79,000	91,570	6.1	12.5
Paper and Paper Products,	13	10,358	11,612	12,178	10.8	21.4
Jewelry,	13	1,948	2,944	2,575	31.5	32.2
Leather Goods,	12	4,897	8,426	9,381	41.9	47.3
Rubber Goods,	11	9,708	14,646	15,000	33.7	35.3

The returns show that the manufacturing industries most seriously affected by the depression were the textile, boot and shoe and leather industries, and that in the four other industries specified in the table the percentages unemployed during the week ending December 18, 1920, were abnormally high.

a. *Textile Industry.* Of the 130 establishments, in 34 municipalities represented, 58 reported curtailments in operation and 16 reported that they were shut down for an indefinite

period. The number employed in these 130 establishments during the week ending December 18, 1920, was 32.7 per cent less than the number employed during the corresponding week in 1919, and 36.1 per cent less than the maximum number employed during any week in 1920. In addition to those employees who had been laid off altogether, there were large numbers who were employed only part-time, 43 of the establishments being operated only 3 days a week, 8 only 4 days, 5 only 2 days, one only one day and one five days a week. Including part-time unemployment it was found that the aggregate loss of time by employees during the week ending December 18, 1920, was 57.5 per cent of the aggregate full-time employment in the 130 establishments during the week of maximum employment in 1920.

b. Boot and Shoe Industry. Information was obtained from 72 establishments, representing 23 municipalities. Several of the factories were practically closed and the force had been considerably reduced in nearly all of them. The total number employed in the 72 establishments during the week ending December 18, 1920, was 33.9 per cent less than the number employed during the corresponding week in 1919, and 41.0 per cent less than the maximum number employed during any week in 1920. The loss of time, including part-time unemployment, was 42.9 per cent of the aggregate full-time employment in the 72 establishments during the week of maximum employment in 1920.

c. Metals and Machinery. Reports were received from 85 establishments, representing 33 municipalities. Of the 85 establishments, 13 were reported as being operated less than six days a week, and, almost without exception, there had been some reduction in the number employed. The total number employed during the week ending December 18, 1920, was 6.1 per cent less than the number employed during the corresponding week in 1919, and 18.5 per cent less than the maximum number employed during any week in 1920.

d. Paper and Paper Products. According to reports received from 18 establishments, representing 13 municipalities, two of the plants were being operated three days a week and one four days a week, and the others on a full-time schedule. During the week ending December 18, 1920, the number employed was 10.8 per cent less than the number employed during the corresponding week in 1919, and 21.4 per cent less than the maximum number employed during any week in 1920.

e. Jewelry. Twelve of the 13 reports received were from establishments in Attleboro, the principal jewelry center in the

State. The returns show that the percentages unemployed during the week ending December 18, 1920, based on the number employed during the corresponding week in 1919 and the week of maximum employment in 1920, were, respectively, 31.5 and 32.2.

f. Leather Goods. Reports received from 12 establishments, representing 7 municipalities, showed that, as in the case of boot and shoe operatives, large numbers of leather workers in tanneries and leather goods manufacturing establishments (other than boot and shoe factories) were unemployed. The number unemployed during the week ending December 18, 1920, was 41.9 per cent less than the number employed during the corresponding week in 1919, and 47.8 per cent less than the maximum number employed during any week in 1920.

g. Rubber Goods. Of 11 establishments, located one in each of 11 municipalities, 4 had been closed down temporarily and the others were being operated with a reduced force. The total number employed in the 11 establishments was 33.7 per cent less than the number employed during the corresponding week in 1919, and 35.3 per cent less than the maximum number employed during any week in 1920.

2. MERCANTILE TRADE.

Returns with reference to employment in mercantile establishments showed that, almost without exception, an extra force had been employed in the retail stores to take care of the Christmas trade, and, consequently, the pay-rolls for the week ending December 18 usually showed the largest number employed at any time during the year. The reports also showed the number which it was proposed to dismiss prior to January 1, 1921, following the usual clearance sales, but, notwithstanding the contemplated dismissals, the number to be retained would show no large reduction when compared with the normal number employed during the year. It, therefore, appeared that conditions in the retail trade were at least normal, except in certain industrially specialized cities in which, owing to loss of earnings by wage-earners, the funds in the hands of purchasers had been considerably reduced.

3. BUILDING TRADES.

Records obtained from the building departments in the cities of Massachusetts showed that the estimated value of buildings, for the erection of which permits were granted during the month

of November, 1920, was 48 per cent less than the corresponding aggregate for November, 1919, and even in that month the aggregate was comparatively low as compared with corresponding months in normal years. It therefore appeared probable that, although the number of unemployed building tradesmen was not abnormally large for this season of the year, there would be very little building done in the near future, and, consequently, more than the usual amount of unemployment in the building trades during the winter months.

4. MUNICIPAL EMPLOYMENT.

To some extent there had been a reduction in the number of persons employed by municipalities, but on the other hand, in several cities where the number of unemployed was large, owing to curtailment of production in manufacturing establishments, the municipal authorities sought to furnish employment by undertaking certain lines of work, such as street construction, somewhat in advance of the time when it was originally intended to begin this work.

5. TRANSPORTATION (STEAM AND ELECTRIC).

The number of men employed in the operation of rolling-stock on the steam railways had been reduced to some extent and train schedules had been revised so as to permit of the operation of the trains by a minimum force. Large reductions in the numbers employed at several of the large railroad shops, affecting principally mechanics, were reported. The street railway companies had also reduced their force, and this was particularly true of those companies which had introduced the one-man car and discontinued lines which could not be operated profitably.

6. OTHER PRINCIPAL INDUSTRIES.

The several reports from candy manufacturers indicate a decided falling off in the number employed in the week ending December 18, 1920, when compared with a similar week in 1919 and the maximum week in 1920. The printing and allied trades seemed to be normal. A summary of reports from 40 miscellaneous manufacturing establishments whose products include celluloid goods, toys, novelties, packing-house products, wall-board, optical goods, tacks, cigars, etc., showed a total of 24,389 employed in the week ending December 18, 1920, as compared with 31,207 in the maximum week in 1920. In those establish-

ments where figures for the week ending December 18, 1920, and a similar week in December, 1919, were available, the proportions were relatively the same.

7. WITHDRAWAL OF SAVINGS BY WAGE-EARNERS.

The returns from savings banks showed no large withdrawals of deposits except in localities in which there was considerable unemployment. Banks whose patrons are to a large extent wage-earners reported greater withdrawals than during the corresponding period in 1919, but other banks having comparatively few wage-earners as depositors reported larger deposits and less withdrawals during the period December 1 to 18, 1920, than during the corresponding period in 1919. The period of unemployment had evidently not been of sufficiently long duration at that time to make it necessary for the unemployed to draw upon their savings accounts in any considerable measure.

8. APPLICATIONS FOR RELIEF BY UNEMPLOYED.

Reports from officials of charity organizations in a number of cities in which inquiries were made were to the effect that the number of applications for relief was greater during the period December 1 to 18, 1920, than during the corresponding period in 1919, and a considerable part of the increase was due to unemployment. The organizations had, thus far, been able to prevent actual distress, but the increasing number of cases was the occasion of some concern on the part of the officials.

9. UNEMPLOYMENT IN PRINCIPAL CITIES.

The cities in which the unemployment conditions were most serious were those which are industrially specialized, such as New Bedford, Fall River, Lowell, and Lawrence, in which the textile mills were either closed down entirely or were being operated by a reduced force for two, three, or four days a week, and Lynn, Brockton, and Haverhill, in which the boot and shoe factories were being operated by a reduced force, and in some cases on part time.

APPENDIX B.

INQUIRY RELATIVE TO INTELLIGENCE OFFICES IN MASSACHUSETTS.

The law¹ in Massachusetts relative to "intelligence offices", commonly known as employment offices, provides for the licensing of such offices by the licensing board in Boston, the license commission in Lowell, the aldermen in other cities, and the selectmen in towns. For the purpose of answering inquiries relative to the administration of the law, the Department communicated in December, 1920, either by letter or field agents, with the clerks or licensing officials in each of the cities and towns, requesting that they furnish the following information:

1. A list of the names and addresses of keepers of intelligence offices who had been granted a license.
2. A list of the names and addresses of keepers of intelligence offices who had not obtained a license.
3. A copy of any ordinance then in effect relative to the regulation of intelligence offices.
4. A copy of the regulations adopted by the official or officials charged with the granting of such licenses.
5. A copy of the cardboard notice which, in accordance with Section 45 of the law, shall be furnished to keepers of licensed intelligence offices, and posted by them.

The total number of licensed offices in the State was found to be 255, which were distributed as follows:

Licensed Intelligence Offices in Massachusetts.

CITIES.	
Boston,	131
Brockton,	4
Cambridge,	12
Chelsea,	1
Fall River,	3
Fitchburg,	4
Gloucester,	1
Haverhill,	1
Holyoke,	2
Lawrence,	4
Leominster,	1
Lowell,	7
Lynn,	5
Malden,	1
Medford,	2
New Bedford,	5
Newton,	12
Northampton,	1
Quincy,	5
Pittsfield,	2
Salem,	2
Somerville,	2
Springfield,	11
Waltham,	1
Worcester,	18
Total in cities,	238

¹ General Laws, Vol. II, chapter 140, §§ 41-46. The text of the law appears on page 53.

Licensed Intelligence Offices in Massachusetts — Concluded.

TOWNS.	
Andover,	1
Arlington,	2
Brookline,	8
Bedham,	1
Hull,	1
Milton,	1
Norwood,	1
Winchester,	2
Total in towns,	17

SUMMARY.	
Total in cities,	238
Total in towns,	17
Total in State,	255

According to the reports received, there was at least one licensed office in each of 25 cities and 10 towns in the State. In 13 cities and 306¹ towns there was no licensed office reported. The municipalities in each of which there were five or more licensed offices were: Boston, 131; Worcester, 18; Cambridge, 12; Newton, 12; Springfield, 11; Brookline, 8; Lowell, 7; Lynn, 5; New Bedford, 5; and Quincy, 5. In several instances fee-charging offices were found to be operating without a license. In addition to the fee-charging offices a comparatively large number of social and other agencies which engage to some extent in placement work, but which charge no fee for services, were operating without a license, and it appeared to be quite generally the opinion of the licensing authorities that, in such cases, no license was required by law.

A few of the licensed offices which specialize in the placement of a single class of help, such as teachers, mercantile help, hotel help, woodsmen, or unskilled labor, conduct business on a large scale, employ a large office force, and occupy commodious quarters centrally located in the business districts. A somewhat larger number of offices which advertise their ability to supply "all kinds of help," are of secondary importance as placement agencies, while a still larger number of offices which supply household and domestic help almost exclusively are, in most instances, conducted personally by the licensee in a single room, and render little, if any, real service to the community.

In a few of the cities special ordinances governing the licensing of intelligence offices had been passed, but usually the ordinances designated merely the official or officials who should issue the licenses and established the amount of the license fee, while the

¹ Town clerks in 61 towns failed to reply even to a second communication sent them, but the population of these towns was in nearly all cases comparatively small, and it may reasonably be assumed that there were no intelligence offices, either licensed or unlicensed, in these towns.

special rules relative to the operation of licensed offices were formulated by the boards or officials to whom the duty of issuing licenses was delegated.

In the City of Boston very specific rules governing the operation of licensed offices are enforced by the Licensing Board. Two classes of licenses are issued as follows:

Class I. "Business Employment License" — Fee, \$75.

Class II. "Domestics and Laborers Employment Bureau" — Fee, \$35.

During the year ending November 30, 1920, 153 applications for licenses were granted, of which 64 were in Class I and 89 in Class II. For various reasons some of the licenses were cancelled during the year and in December, 1920, the number of licenses in effect was 131.

Except in Boston and several other municipalities the administration of the law relative to licensing intelligence offices appeared to be hardly more than perfunctory, and the license fee charged was only nominal. In only a very few instances had regulations governing the operation of licensed offices been adopted, and in some cities no effort was made by the licensing officials to determine whether or not any fee-charging offices were being operated without a license. One city clerk stated that his office "merely grants licenses and it is up to the police to enforce the law." This interpretation of the law seemed to be quite general. In a large number of towns in which there were no intelligence offices the town clerks acknowledged that they were unfamiliar with the provisions of the law, and several of them were not even aware of its existence. A town clerk in a rural community stated what would probably hold true of a large majority of towns in the State in these words: "An intelligence office here would have less business than a shop selling fur ulsters in the tropics." Farmers and their wives, when requiring help, usually patronize employment offices in neighboring cities, as do also residents of rural communities who desire to secure positions elsewhere. Boston, Springfield and Worcester are generally considered as the best employment centers in the State and several of the employment offices in these cities do a very thriving business in furnishing help for the farms.

While no specific inquiry relative to the fees paid by applicants for employment at intelligence offices was made, yet incidentally some information on this subject was obtained from an examination of the reports and forms received by the Department.

In Boston the rules adopted by the Licensing Board provide that in Class I offices (business employment) the payment by the applicant shall not exceed one week's wages in the employment furnished. The regulations provide for a refund to applicants of a specified part of the fee in those cases where they are discharged after being employed for only short periods of time. In Class II offices (domestics and laborers) the keepers are entitled to receive both from the applicant and from the employer a fee of 25 per cent of the first week's wages, or, in the case of day workers, a fee of 10 per cent of the day's pay. Provision is also made for refunds in specified cases.

To the extent that such information was obtained, the regulations relative to fees which intelligence office keepers are authorized to charge in other cities and towns in the State were found to be similar to those adopted by the Boston Licensing Board. In no case were specific amounts established as maximum fees. Complaints have occasionally been received by this Department charging that unreasonable fees have been exacted, but in all such cases the complaints have been referred to the licensing board or officials having jurisdiction in the respective municipalities. With reference to complaints made against intelligence offices in Boston the Licensing Board stated in its report for the year ending November 30, 1920, that "The few complaints made against these offices during the year have been thoroughly investigated. Such complaints were usually petty, but required considerable time for investigation."

The Department of Labor and Industries has no jurisdiction whatever either in the matter of licensing intelligence offices in this State or in inspecting them, but the law creating the Department authorizes the collection by it of certain classes of information, and, acting under this authority, the present inquiry was made. The results justify the conclusion that the law relative to the licensing of intelligence offices might well be strengthened in certain respects; that the responsibility for the enforcement of the law should rest in some central State Department; and that more explicit regulations governing the operation of the offices should be incorporated in the law, in order that the administration of the law may be more uniform in the several cities and towns.

LAW RELATIVE TO INTELLIGENCE OFFICES.

(General Laws, Vol. II, Chapter 140, §§ 41-46.)

SECTION 41. Whoever, without a license therefor, establishes or keeps an intelligence office for the purpose of obtaining or giving information concerning places of employment for domestics, servants or other laborers, except seamen, or for procuring or giving information concerning such persons for or to employers, or for procuring or giving information concerning employment in business, shall be punished by a fine of ten dollars for each day such office is so kept.

SECTION 42. The licensing board in Boston, the license commission in Lowell, the aldermen in other cities and the selectmen in towns, may, for the purposes mentioned in the preceding section, grant licenses to suitable persons, subject to sections two hundred and two to two hundred and five, inclusive, and may revoke them at pleasure.

SECTION 43. The keeper of an intelligence office shall not receive or accept any money from a person seeking employment through the agency of such office, unless employment of the kind demanded is furnished.

SECTION 44. If a person who receives employment through the agency of an intelligence office is discharged by his employer within ten days after the time of entering upon such employment, and such discharge is not caused by his inability, incompetence, refusal to perform the work required or other fault, the keeper of such intelligence office shall on demand refund to him five sixths of the amount paid to such keeper by the employer on account of such employment.

SECTION 45. City and town officers who are charged with the duty of granting licenses to keepers of intelligence offices shall cause sections forty-three to forty-six, inclusive, to be printed on every such license. They shall also cause to be prepared and shall furnish to each keeper of a licensed intelligence office copies of said sections, printed upon card-board in type of a size not smaller than pica, and each licensee shall conspicuously post three of said printed copies in each room occupied by him for the purpose of such intelligence office.

SECTION 46. If a keeper of an intelligence office violates any provision of the three preceding sections, his license may be suspended or revoked by the licensing authorities mentioned in section forty-two and he shall be punished by a fine of not less than twenty-five nor more than fifty dollars.

SECTION 162. The superintendents of said employment offices shall receive applications from those seeking employment and from those desiring to employ, and shall register them in such manner as may be prescribed by the commissioner, and shall take such other action as the commissioner may deem best to promote the purposes of said offices. Said superintendents shall also receive applications from alien immigrants seeking employment in agricultural labor and from those desiring to employ immigrants in agricultural labor, and shall take such other action as the commissioner may deem best to promote a more general distribution of alien immigrants throughout the agricultural sections of the commonwealth. In directing applicants for employment to an employer in whose establishment a strike is in progress, the commissioner, superintendents or other departmental employees shall inform the applicant of the strike.

SECTION 163. No fees shall in any case be taken from those seeking the benefits of said employment offices. Any superintendent or clerk who directly or indirectly charges or receives any fee in the performance of his duties shall be punished by a fine of not more than one hundred dollars or by imprisonment in jail for not more than one month, and shall be disqualified from holding further connection with said office.

SECTION 164. In registering applications for employment and for employees wanted, preference shall be given to residents of the commonwealth.

SECTION 165. Each superintendent shall make to the commissioner such reports of applications for labor or employment and of other details of the work of his office as the commissioner may require. The commissioner shall cause reports showing the business of the several offices to be prepared at regular intervals and to be exchanged among the said offices, and shall supply them to the newspapers and to citizens upon request; and the several superintendents shall post such reports in a conspicuous place in their offices so that they may be open to public inspection.

SECTION 166. There shall be allowed and paid, upon the approval of the commissioner, for salaries and for contingent expenses in connection with the establishment and maintenance of free employment offices, such sum as the general court may annually appropriate therefor.

SECTION 167. The commissioner may furnish weekly to the clerks of all towns in the commonwealth printed bulletins showing the demand for employment, classified by occupations to such extent as may be practicable and indicating the town where the employees are wanted. Such information shall be based upon the applications for employees under this chapter.

SECTION 168. Every town clerk shall post the lists received as aforesaid in one or more conspicuous places in the town. A town clerk who fails to comply with this section shall be punished by a fine of not more than ten dollars.

DEPARTMENT OF LABOR AND INDUSTRIES.
PUBLIC EMPLOYMENT OFFICES.

There are three public employment offices maintained by the Commonwealth.

LOCATION OF OFFICES.

BOSTON, 8 Kneeland Street.¹ Telephone, Beach 2960.
G. H. Dunderdale, *Superintendent*.

SPRINGFIELD, Water and Worthington Streets. Telephone, River 4173. C. W. Allen, *Superintendent*.

WORCESTER, 48 Green Street. Telephone, Park 4750.
W. A. Wilder, *Superintendent*.

PURPOSE.

These offices are maintained for the purpose of assisting employers to secure competent help, and to aid employees to secure positions.

No fees are charged for services rendered.

During the year 1920 over 37,500 positions were reported as filled by these offices.

MAKE APPLICATION FOR HELP OR EMPLOYMENT AT THE NEAREST OFFICE.

¹ On and after October 1, 1921, the Boston office will be located at 23-25 Pearl Street.

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No. 80

The Commonwealth of Massachusetts

ANNUAL REPORT

ON THE

PUBLIC EMPLOYMENT OFFICES

FOR THE

YEAR ENDING DECEMBER 31, 1921

DEPARTMENT OF LABOR AND INDUSTRIES



BOSTON

WRIGHT & POTTER PRINTING CO., STATE PRINTERS
32 DERNE STREET

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32 DERNE STREET



Gift of John F. Johnston

**PUBLICATION OF THIS DOCUMENT
APPROVED BY THE
SUPERVISOR OF ADMINISTRATION.**

The Commonwealth of Massachusetts

DEPARTMENT OF LABOR AND INDUSTRIES.

OFFICIALS.

Commissioner.

E. LEROY SWEETSER.

Assistant Commissioner.

ETHEL M. JOHNSON.

Associate Commissioners.

EDWARD FISHER.

HERBERT P. WASGATT.

SAMUEL ROSS.

PUBLIC EMPLOYMENT OFFICES.

ROS WELL F. PHELPS, *Director.*

Boston.

HARRY G. DUNDERDALE,
Superintendent.

Worcester.

WILLIAM A. WILDER,
Superintendent.

Springfield.

CHESTER A. ALLEN,
Superintendent.

Federal Director of Employment Service.

E. LEROY SWEETSER, *Commissioner.*

ANNUAL REPORT ON THE PUBLIC EMPLOYMENT OFFICES.

To the General Court.

The Fifteenth Annual Report on Public Employment Offices is respectfully submitted herewith. This report covers the activities of the three State offices and the cost of their maintenance during the year 1921, and data for prior years are presented for purposes of comparison. The result of a special inquiry made by the Department at the close of the year, and having a direct bearing on the employment problem in Massachusetts, is presented as an appendix to the report.

E. LEROY SWEETSER,
Commissioner of Labor and Industries.

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REPORT OF THE DIRECTOR OF PUBLIC EMPLOYMENT OFFICES.

INTRODUCTION.

To the Commissioner of Labor and Industries.

This report constitutes the Fifteenth Annual Report on Public Employment Offices and has reference primarily to the operations, during the calendar year 1921, of the three State offices located, respectively, in Boston, Springfield, and Worcester. The statistical data herein presented, and more particularly the numbers of placements made, furnish a record of the services rendered by these offices to employers and applicants for employment during the year. The accomplishment in this respect is determined in considerable measure by the demand for and supply of labor, and, inasmuch as employment conditions in general are reflected in the work of the offices, a brief review of the labor market during the year is included in this report.

1. THE LABOR MARKET IN 1921.

The industrial depression which had already become evident in September, 1920, became very marked at the close of that year. A special survey¹ of employment in Massachusetts made by the Department of Labor and Industries in December, 1920, showed that the number of persons employed (267,197) during the week ending December 18, 1920, in 398 representative manufacturing establishments covered by the survey was less by 31.0 per cent than the maximum number (387,078) employed in these same establishments during any week in 1920. For the principal industries represented the corresponding percentages were as follows: Textiles, 36.1 per cent; boots and shoes, 41.0 per cent; metals and machinery, 18.5 per cent; paper and paper products, 21.4 per cent; jewelry, 32.2 per cent; leather goods (tanneries, etc.), 47.8 per cent; rubber goods, 35.3 per cent; garments, 28.0 per cent; and confectionery, 48.4 per cent.

¹ The results of this survey were published in some detail in the *Fourteenth Annual Report on Public Employment Offices, 1920*. See Appendix A on pages 43 to 48 of that report.

According to returns received from 1,363 labor organizations in Massachusetts, having an aggregate membership of 296,917, the number of members reported as unemployed at the close of December, 1920, was 94,553, or 31.8 per cent of the aggregate membership covered by the returns. The returns from the trade unions were of a later date (December 31, 1920) than those obtained from representative manufacturing establishments, and certain industries and trades other than manufacturing were represented in the trade union returns; nevertheless, there was a close agreement in the general results of the two inquiries. These data obtained from two very different sources — in the one case directly from employers' pay-rolls and in the other case from trade union officials — demonstrate quite conclusively that at least 30 per cent of the wage-earners in the industries represented were wholly unemployed at the close of 1920, and that many others were working on a part-time basis.

The cities industrially specialized, such as Lawrence, Fall River, and New Bedford (textile centers) and Brockton, Haverhill, and Lynn (boot and shoe centers), were the first ones seriously affected by the depression, but later it spread to practically all industries throughout the State. The metal and machinery trades, the building trades and transportation, which for a time were not seriously affected, began in the early months of 1921 to suffer as a result of curtailments in other industries.

At the close of March some improvement was noted in the boot and shoe industry, due to spring trade demands, and also greater activity in the textile mills was reported, but the increased employment in these two industries was largely offset by the addition to those still unemployed of many building tradesmen (including those on strike in Boston) and of large numbers of steam and electric railway employees and of employees in the metal and machinery trades.

During the spring and early summer the building trades became more active (although far from normal), and with the opening up of outside work on highways and farms some of the surplus labor was absorbed, furnishing employment principally to unskilled workmen, but no marked improvement was noted in the other principal industries or trades.

During the third quarter of the year the boot and shoe industry, which during the spring had improved somewhat,

suffered another decline, and the metal and machinery trades, which were the last group of trades to feel the effect of the depression, were in worse condition than at any time during the year. A source of great encouragement, however, was found in the fact that the textile industry was steadily recovering in all its branches.

No marked changes in industrial conditions were noted during the last quarter of the year, other than the usual seasonal increase in the number unemployed in the building trades, an increase observed during the winter months even in normal years. In the boot and shoe industry there was a further decrease in activity towards the close of the year. Continued improvement in the textile industry was noted, and unemployment in the metal and machinery trades decreased slightly. The small volume of foreign shipments was responsible for much unemployment among transportation employees.

In general, the year 1921 closed with nearly all industries still affected by the prolonged depression, and the only important industry showing any pronounced recovery was the textile industry, which, instead of producing at approximately 50 per cent of capacity as at the beginning of the year, was on an 85 per cent basis at the close of the year. Returns received at the close of December, 1921, from 1,026 local labor organizations in Massachusetts having an aggregate membership of 209,446, showed that 27.3 per cent were unemployed for all causes, a percentage which was only a few points lower than the corresponding percentage (31.8) for the close of December, 1920. Although there was less unemployment during the second and third quarters of the year than during the first and fourth quarters, nevertheless the entire year may be characterized as a year of continuous depression in nearly all of the important industries in the State.

2. WORK OF THE LOCAL OFFICES.

As a result of the depression, the State employment offices were overwhelmed with applicants for employment, many of whom were in destitute circumstances. The aggregate number of applications for positions at the offices during the year, including those from individuals who applied more than once,

was 551,492, while the total number of persons applied for by employers during the year was 36,110, making a ratio of applications to persons applied for of 15 to 1. In the case of males the ratio was 26 to 1 and in the case of females 5 to 1. Special efforts were made by the superintendents, registrars and field agents of the several offices to find positions for the great surplus of applicants, but with little success, because employers in comparatively few instances were adding to their forces, and whenever conditions justified resumption of activity the employees who had been laid off were given first consideration. Under these conditions, the work of the public employment offices in finding positions for applicants has by no means kept pace with the standard established during the war period and the year immediately following. Notwithstanding the marked reduction in the number of persons applied for by employers, however, the number of placements made by the three State offices during the year under review has not fallen below the average for the years immediately preceding the war. During the year 1921 the total number of positions reported filled by the three offices was 28,556 as compared with 37,520 during the year 1920, showing a decrease of 23.9 per cent in the number of positions filled. Although the number of positions reported filled fell off materially, yet, in view of the fact that the depression has resulted in a very large reduction in the number of persons applied for by employers, this report is not altogether discouraging. In fact, the number of persons called for by employers fell from 58,575 during the year 1920 to 36,110 during the year 1921, or 38.4 per cent, whereas the number of positions reported filled, as stated above, decreased by only 23.9 per cent.

Statistical reports of the business transacted at the local offices are made out at the close of each day and forwarded to the administrative office at the State House, where they are carefully examined and tabulated upon a uniform basis. In the following table the principal data relative to the offices, considered as a group, are presented for the year 1921, with corresponding data for 1920. Information with reference to the work of the several offices appears in the reports of the respective superintendents in charge and in the detailed statistical tables at the end of this report.

Consolidated Summary of Business of the Three State Offices during the Year ending December 31, 1921, with Comparable Data for 1920.

CLASSIFICATION.	1921			1920	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1920)	
Applications from <i>Employers</i> . . .	—	—	29,515	41,860	—29.5
<i>Individual Employers</i> who Applied for Help.	—	—	10,328	11,148	—7.4
<i>Persons Applied for</i> by Employers . .	16,712	19,398	36,110	58,575	—38.4
<i>Positions offered</i> Applicants . . .	21,292	22,233	43,525	65,932	—34.0
Positions Reported Filled . . .	13,316	15,340	28,556	37,520	—23.9
Individuals for whom <i>one Position only</i> was secured.	5,541	3,164	8,705	14,157	—38.5
Individuals for whom <i>more than one Position</i> was secured.	1,700	1,858	3,618	4,447	—18.6
Total for whom Positions were secured .	7,301	5,022	12,323	18,604	—33.8

The total number of individuals for whom positions were found during the year was 12,323, for 8,705 of whom *one position only* was secured and for 3,618 of whom *more than one position* was secured. The number of individuals for whom more than one position was secured in 1921 was purposely held to a minimum because it was desired to place as large a number of individual applicants as possible while there were so many unemployed.

During the year 1921 the total number of applications for help received from employers was 29,515, as compared with 41,860 applications during the previous year, showing a decrease of 29.5 per cent. The number of individual employers who applied for help decreased from 11,148 in 1920 to 10,328 in 1921, or 7.4 per cent, and the number of persons applied for decreased from 58,575 to 36,110, or 38.4 per cent. Of the 36,110 persons applied for by employers in 1921, 28,556, or 79.1 per cent, were supplied by the offices, whereas, in 1920, only 64.1 per cent of the persons applied for were furnished.

3. COST OF OPERATION.

The following summary table shows, for the fiscal year ending November 30, 1921, the expenditures on account of the three public employment offices, the number of "placements" (positions furnished to applicants), and the per capita cost of the placements made, and similar data for the fiscal year ending November 30, 1920, are also presented for purposes of comparison: —

Expenditures, Number of Placements, and Per Capita Cost of Placements.

OFFICES.	EXPENDITURES		NUMBER OF PLACEMENTS		PER CAPITA COST OF PLACEMENTS	
	1920	1921	1920	1921	1920	1921
Boston	\$28,863.88	\$30,880.68	17,669	11,833	\$1.63	\$2.61
Springfield	14,419.59	15,033.15	12,511	9,701	1.15	1.55
Worcester	9,274.64	9,862.76	8,739	7,065	1.06	1.40
Totals	\$52,558.11	\$55,776.59	38,919	28,599	\$1.35	\$1.95

The total expenditures on account of the maintenance of the three offices during the fiscal year ending November 30, 1921, amounted to \$55,776.59, as compared with \$52,558.11 during the fiscal year ending November 30, 1920, showing an increase of \$3,218.48, or 6.1 per cent, a considerable part of which was for necessary increases in salaries, rentals, and alterations of offices.

Based on the total expenditures on account of the three offices, considered as a group, the per capita cost of placements was \$1.95 for the fiscal year ending November 30, 1921, as compared with \$1.35 for the fiscal year ending November 30, 1920. This increase in the cost of placements during the last fiscal year was in large measure due to the decrease in the number of placements made during the year of depression.

In computing the per capita cost of placements by the offices, the expenditures for rent, janitor service, telephone service, and certain other contingent expenses are included in the cost of operation, whereas in some States where furnished quarters are located in public buildings, these items are not included in the

statement of expenditures, and, consequently, the per capita cost of placement is relatively low. Furthermore, the definition of the term "placements" as used in the several States varies. Thus, in Massachusetts, those persons only who have been reported as engaged by the employers to whom they were referred have been recorded as placed, whereas in certain other States all persons who are referred to positions, whether definitely known to have been engaged or not, are recorded as placed.

4. PLACEMENT OF SOLDIERS, SAILORS, AND MARINES.

No appropriation for the specific purpose of securing positions for ex-service men was required during the past year, but the employees in the three State offices were instructed, wherever practicable, to give preference to veterans in referring applicants to positions. In the following table data are presented showing for each of the three offices the number of soldiers, sailors, and marines who were registered for the first time, the number referred to positions, and the number reported placed during each of the years 1920 and 1921:—

Number of Soldiers, Sailors, and Marines Registered, Referred to Positions, and Reported Placed in 1921 and 1920.

OFFICES.	NUMBER OF NEW REGISTRATIONS		NUMBER REFERRED TO POSITIONS ¹		NUMBER REPORTED PLACED ¹	
	1920	1921	1920	1921	1920	1921
Boston	2,045	892	3,141	1,511	1,262	821
Springfield	491	145	1,665	680	969	484
Worcester	504	183	1,008	471	515	353
Totals	3,040	1,220	5,814¹	2,662¹	2,746¹	1,658¹

¹ The number referred to positions and the number reported placed include duplications of individuals who were referred to more than one position or placed in more than one position.

As shown in the above table, the number of soldiers, sailors, and marines who were registered for the first time in 1921 was only 1,220, or about 40 per cent of the corresponding number (3,040) who were registered in 1920, but with the elapse of over two years since the discharge of men from the service it would naturally be supposed that nearly all ex-service men would have

secured permanent employment. There was a corresponding decrease in the number referred to positions (from 5,814 in 1920 to 2,662 in 1921) and in the number reported placed (from 2,746 in 1920 to 1,658 in 1921). Attention should be called to the fact that the number referred to positions includes individuals who were referred to *more than one* position during the year specified, and, likewise, the number reported placed includes individuals who were placed in *more than one* position during the year specified, whereas the number of new registrations includes no duplications of individuals, except a comparatively small number in 1921 who may also have been registered in 1920.

5. CHANGE OF LOCATION OF THE BOSTON OFFICE.

On October 1, the Boston office, which since its establishment in 1906 had been located at 8 Kneeland Street, was removed to a more attractive location at 23-25 Pearl Street, near Post Office Square, and almost directly opposite the new Federal Reserve Bank. The new location is much more central, and it is already evident that there has been a distinct improvement in the class of applicants for positions visiting the office and in the character of positions offered by employers. The change of location resulted in a temporary decrease in the number of applications for positions, more particularly of hotel and restaurant employees, many of whom either had not learned of the removal of the office or were not disposed to walk a further distance to its new location. Fewer chefs seeking waiters and others for hotels and restaurants have visited the office since the change of location, but other employers, most of whom are accustomed to communicate with the office by telephone or mail, continued to send their orders, evidently without being inconvenienced by the change. On the other hand, the change to the new location has resulted in an increase in several branches of work, such as the placement of longshoremen, shippers, metal tradesmen, and employees in wholesale and retail business houses to which the office is now more accessible.

6. ESTABLISHMENT OF A MERCANTILE OFFICE IN BOSTON.

By authority of the Governor and Council, arrangements have been made for opening a mercantile office at 25 Tremont Street, Boston, early in January, 1922. This office, it is believed, will render better service to mercantile employees, such as clerks, stenographers, and bookkeepers, than could be offered at the Pearl Street office, where all classes of help are given consideration. The establishment of this separate mercantile office, centrally located in the business section of the city, makes possible the extension of the public employment service to a field that has not been adequately covered in Boston.

7. CO-OPERATION WITH THE UNITED STATES EMPLOYMENT SERVICE.

The co-operative agreement adopted in January, 1920, and continuing in effect during 1920 and 1921, provides for the payment of the salaries of two Federal employees, one of whom is officially stationed in Boston and the other in Springfield. The Federal office also contributes a small sum for certain contingent expenses, and has granted the use of the franking privilege to designated officials in the State service, thus effecting a large saving in postage to the Commonwealth.

In addition to administering the three State employment offices under the direction of the Commissioner of Labor and Industries, the Director is also Assistant Federal Director of the United States Employment Service, and with the approval of the Commissioner is now co-operating with some sixteen civic organizations which are engaged in placement work, most of which organizations charge no fee for services.

The Department also assists the United States Employment Service in taking a monthly survey relative to the number on pay-rolls of principal industrial establishments in eight Massachusetts cities.

Arrangements have been made with the Director-General of the United States Employment Service for co-operation in maintaining the proposed mercantile office in Boston, in accordance with which a portion of the rental will be contributed

by the Federal office, and one of the two Federal employees will be assigned to that office as examiner-in-charge, who will be assisted by two State employees to be transferred from the Pearl Street office.

8. SPECIAL INQUIRIES.

For the purpose of answering inquiries with reference to the agencies through which gratuitous information can be obtained relative to opportunities for employment, the Department has endeavored to obtain a list of all non-commercial employment agencies in the city of Boston and to show in connection with each agency listed the address and telephone number, the name and official position of the person in charge, the classes of applicants for employment to whom special attention is given, and the customary office hours.¹

The results of an inquiry into the operation of intelligence offices in Boston are presented as an appendix to this report.² The facts cover a period of 11 months, ending November 30, 1921, and relate to the location of the offices, name and title of official in charge, the hours open for business, class of applicants served, scale of fees charged for service, number of placements made, and the total amount received in fees during the period.

9. PERSONNEL.

The number of permanent employees in the three public employment offices at the close of the year was 38, of whom 20 were employed in the Boston office, 11 in the Springfield office, and seven in the Worcester office. During the year two of the employees resigned and the vacancies were promptly filled.

Mr. G. Harry Dunderdale, who has been connected with the Boston office since its establishment in 1906, and who was appointed as Superintendent on May 1, 1915, has continued in charge of that office. The Superintendent of the Springfield office, Mr. Chester W. Allen, appointed January 1, 1909, and the Superintendent of the Worcester office, Mr. William A. Wilder, appointed May 1, 1918, remain in charge of their respective offices.

¹ This information was published under the title "Directory of Non-Commercial Employment Agencies in Boston" as an article in the *Massachusetts Industrial Review* No. 7 (March, 1922) and also reprinted in booklet form for separate distribution.

² See Appendix A, on pages 43 to 47.

These superintendents and the registrars and clerks associated with them have rendered very faithful service during the past year, and, while the records show a marked reduction in the number of persons placed by the several offices when comparisons are made with the records for prior years, the reduction should be attributed to labor market conditions during the year of depression rather than to any lack of zeal on the part of the employees in the offices. They should be commended for the efficient performance of their duties under conditions which called for the exercise of much tact and patience in dealing with applicants for positions, many of whom, in their anxiety to find employment, were unduly persistent and unreasonable in their demand for consideration.

Respectfully submitted,

ROSWELL F. PHELPS,
Director, Public Employment Offices.

REPORTS OF THE SEVERAL OFFICES.**THE BOSTON OFFICE: 23-25 PEARL STREET.¹**

G. HARRY DUNDERDALE, *Superintendent.*

Introductory. The Boston office was opened on December 3, 1906, and has been in continuous operation for over 15 years. In no year of its existence has the work of the office been so seriously affected by industrial depression as during the year 1921. The curtailment of activities in all industries and trades has resulted in a marked reduction in the number of persons called for by employers and in the number of persons for whom positions could be found, while there was an unprecedented increase in the number of applications for positions. Because of the great excess in the number of applicants over the number of positions available, the registrars and their assistants were required to interview two or three times as many applicants as in normal years, with less actual results to show for their efforts.

During the period of depression many applicants for employment have called at this office with letters of introduction from ministers, philanthropists, social workers and others, requesting that special efforts be made to secure employment for the bearers of the letters. These applicants naturally felt confident that with such letters of introduction they would be given preference in assignment to positions. The Superintendent, who handled all these cases personally, frequently found it difficult to convince these applicants that there were no positions available which they were qualified to fill. Their disappointment was therefore keen and they were insistent that the party who sent them to the office assured them that they could obtain employment immediately.

Usually the attitude of applicants for employment who have been out of work for only a short time is one of complacency because they are confident that they will soon obtain a position,

¹ Removed from 8 Kneeland Street to 23-25 Pearl Street on October 1, 1921.

but as the days pass without their finding employment they become anxious and unreasonably insistent that a position be found for them. The registrars must then explain to them that a public employment office cannot find a position for them when the employers are not adding to their force of employees, but that as soon as a position is available they will be notified. Nevertheless, some of the applicants, whose financial resources have become exhausted, become abusive and declare that the State should provide work for them.

Statistical Summary. In the following table are presented data showing the number of offers of positions to applicants, the number of positions reported filled, the number of persons furnished employment, and the number of persons applied for by employers during the period December 1, 1911, to December 31, 1921, comprising 10 years and one month: —

Summary of Business from December 1, 1911, to December 31, 1921.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30					Dec. 1, 1916, to Dec. 31, 1917 ¹	YEAR ENDING DECEMBER 31				TOTALS 1912- 1921 ²
	1912	1913	1914	1915	1916		1918	1919	1920	1921	
Offers of positions	61,051	58,324	37,117	30,532	42,506	43,032	40,493	34,265	35,091	22,317	404,728
Positions reported filled	19,554	20,971	15,724	14,491	19,120	18,747	18,125	16,885	16,910	11,734	172,261
Persons furnished employment.	12,216	12,981	9,148	8,416	10,774	10,971	11,743	10,235	11,022	7,021	104,527
Persons applied for by employers.	26,749	26,956	19,453	17,847	29,172	28,848	28,812	28,272	29,161	15,729	250,999

¹ Covering a period of 13 months.

² Ten years and one month.

During the year 1921 the total number of positions reported filled by the office was 11,734 as compared with 16,910 during the year 1920, showing a decrease of 30.6 per cent, but the decrease in the number of positions reported filled was not relatively as great as the decrease in the number of persons applied for by employers, for the records show that in 1921 the number of persons applied for by employers was 15,729 as compared with 29,161 in 1920, showing a decrease of 46.1 per cent.

The number of individual employers or firms who applied at the office for help in 1921 was 4,270, of whom 92 were non-resident, representing the New England States, New York, New

Jersey, Pennsylvania, North Carolina, South Carolina, Illinois, Florida, Ohio, and Minnesota.

The total number of individual applicants for employment for whom positions were secured in 1921 was 7,021 as compared with 11,022 in 1920, a decrease of 36.3 per cent. Of the 7,021 individual applicants for whom positions were found in 1921, 3,951, or 56.3 per cent, were males and 3,070 were females. Of the 3,951 male applicants who secured positions, 2,655, or 67.2 per cent, were native born and 1,296, or 32.8 per cent, were foreign born. Of 3,070 female applicants who secured positions, 1,730, or 56.4 per cent, were native born and 1,340, or 43.6 per cent, were foreign born.

All positions available were distributed as widely as possible, and of the 7,021 individuals for whom positions were found during the year, only 1,854 were referred to more than one position, and these, for the most part, were day workers for domestic work, of whom the supply was not greatly in excess of the demand. Many of these women were obliged to secure work in order to supplement the family income at a time when their husbands or sons were without remunerative employment, while others were widows having children to support, who were seeking employment as day workers or office cleaners in order that they could continue to maintain their homes and not have their children taken from them and placed in institutions.

Placement of Soldiers, Sailors, and Marines. Notwithstanding the industrial depression, the number of soldiers, sailors, and marines who registered at the Boston office in 1921 was much less than in 1920. In the following table data are presented showing, by months, the number of new registrations, the number referred to positions, and the number reported placed during each of the years 1920 and 1921:—

Number of Soldiers, Sailors, and Marines Registered, Referred to Positions, and Reported Placed by the Boston Office in 1921 and 1920.

MONTHS.	NUMBER OF NEW REGISTRATIONS		NUMBER REFERRED TO POSITIONS ¹		NUMBER REPORTED PLACED ¹	
	1920	1921	1920	1921	1920	1921
January	145	66	225	101	94	52
February	147	71	244	108	98	49
March	215	59	325	99	127	47
April	262	77	508	135	206	64
May	275	82	398	128	177	58
June	140	80	244	128	83	75
July	144	65	214	117	96	60
August	201	69	271	117	106	70
September	200	86	274	157	116	85
October	181	85	231	146	80	85
November	83	64	118	121	39	81
December	52	88	89	154	40	86
Totals	2,045	892	3,141	1,511	1,262	812

¹ The monthly and annual totals include duplications of individuals who were referred to more than one position, or placed in more than one position.

The number of new registrations in 1921 was 892, or only about 43.6 per cent of the corresponding number in 1920. The number referred to positions in 1921 (including some duplications of individuals) was 1,511, of whom 812 (also including some duplications of individuals) were reported as placed, whereas in 1920 the corresponding numbers were 3,141 referred to positions and 1,262 reported placed. The employment bureau for soldiers and sailors, conducted by the American Legion in its offices in the State House, has given special attention to the placement of ex-service men and this will explain, no doubt, why the State office has not been called upon to serve a very large number of these men. Furthermore, it may be true that these men are less inclined to advise the registrars of their former connection with the service than they were shortly following their dismissal from the service.

Change of Location. The Boston office, which since its establishment in 1906 has been located at 8 Kneeland Street, was

removed on October 1, 1921, to a more central location in the business district and to more commodious quarters at 23-25 Pearl Street. The change of address and telephone number resulted for a short time in some decrease in the number of applications for positions and in the number of orders from employers, but by advertising and by mailing announcements of the change of address to employers this temporary embarrassment was soon overcome.

Mercantile Employees. Arrangements have been made for the opening of a "Mercantile Employment Office" at 25 Tremont Street, Boston, to which will be referred all orders for office employees and salespeople and all applicants for positions in offices and stores. The establishment of an office for the purpose of giving special attention to this branch of work is in the nature of an experiment, but it is believed that much better service can be rendered both to employers and applicants for employment at a separate office than at the Pearl Street office, where skilled mechanics, unskilled laborers, and domestic workers constitute a very large proportion of the total number of applicants for employment.

Follow-up Work. An employment office cannot be fully efficient unless it serves, equally well, the interests of employers and employees. During the past year the plan of sending out registrars from the office for a few hours each week to have personal interviews with employers has been extended. By this means it is possible to determine whether or not the office is serving the employers' requirements and at the same time to secure new orders for employees. Likewise, the manifestation of a continued interest in the welfare of employees for whom positions have been secured frequently results in their advising the office as to vacancies which come to their attention either in the establishment where they are employed or elsewhere. Thus, through such a "follow-up system" may be built up an enthusiastic clientele, including both employers and employees, who become helpful in the extension of the work of the office and in improving its methods of operation.

THE SPRINGFIELD OFFICE: WATER AND WORTHINGTON STREETS.

CHESTER W. ALLEN, *Superintendent.*

Introductory. The Springfield office was opened September 4, 1907, on Bridge Street, was removed in 1912 to its present location on the corner of Water and Worthington Streets, and has been in operation for over 14 years. The almost continuous growth in business of the office since its establishment was interrupted by the industrial depression during the winter of 1914 and 1915, but not to the extent that it was affected by the depression during the past year.

The records show that during no month of the year 1921 did the number of persons called for by employers exceed the number called for during the corresponding month in 1920, and in June and November only did the number of positions reported filled exceed the number reported filled during the corresponding months of 1920. Continued unemployment, with many industries operating on part-time or with a greatly reduced force, and a few plants shut down entirely during a part of the year, is, briefly, a description of industrial conditions in the Springfield district in 1921.

Statistical Summary. In the following table data are presented showing the number of offers of positions to applicants, the number of positions reported filled, the number of persons furnished employment, and the number of persons applied for by employers during the period December 1, 1911, to December 31, 1921, comprising 10 years and one month:—

Summary of Business from December 1, 1911, to December 31, 1921.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30					Dec. 1, 1916, to Dec. 31, 1917 ¹	YEAR ENDING DECEMBER 31				TOTALS 1912- 1921 ²
	1912	1913	1914	1915	1916		1918	1919	1920	1921	
Offers of positions	11,077	12,372	7,913	9,615	17,617	19,408	19,687	18,201	16,742	12,081	144,713
Positions reported filled	5,392	6,325	4,685	6,106	10,999	12,344	12,576	12,287	12,044	9,689	92,447
Persons furnished employment.	2,819	2,965	2,032	2,528	4,264	4,324	5,187	4,438	4,203	3,062	35,822
Persons applied for by employers.	7,845	9,229	6,263	7,571	14,726	16,972	18,823	17,042	17,038	11,807	127,316

¹ Covering a period of 13 months.² Ten years and one month.

The total number of persons called for by employers during the year 1921 was 11,807 (5,832 males and 5,975 females) as compared with 17,038 (11,304 males and 5,734 females) in 1920, and the total number of positions reported filled in 1921 was 9,689 (4,860 males and 4,829 females) as compared with 12,044 (7,904 males and 4,140 females) who were reported placed in 1920. Positions were secured for 3,062 individual applicants as compared with 4,203 in 1920. The number of male applicants for whom positions were secured was 1,919 as compared with 3,287 in 1920, while 1,143 females were placed in employment in 1921, or 227 more than during the previous year. Of the 1,919 males who secured employment, 1,244, or 64.8 per cent, were native born; while of the 1,143 females, 741, or 64.8 per cent, were native born.

During the year, 101,640 persons were interviewed by the registrars of employment (88,440 in the men's department and 13,200 in the women's department) as compared with 42,993 interviewed in 1920 (35,777 in the men's department and 7,216 in the women's department). A larger percentage of the positions offered by employers was filled in 1921 than in 1920, 80.2 per cent having been filled in 1921 as compared with 71.9 per cent in 1920.

Since the office first opened in September, 1907, 15,392 individual employers have applied for help, of whom 3,291 have placed orders this year. Of these 3,291 individual employers, 1,877 have applied in former years and 1,414 used the office for the first time; 73 were not residents of Massachusetts. The total number of employers who placed orders for help during the year showed a gain of 13 per cent over the number in 1920, and the number of those who placed orders for the first time showed a gain of 43 per cent.

Skilled Males. The demand for men in the metal trades was dull throughout the year. Few calls for all-round machinists were received. There was also a large decrease in the demand for machine operators, although the number called for was eight times greater than in the case of machinists. A large percentage of the orders for this class of help was received in August, September, October, and November. There were very few positions open for molders, welders, or machine woodworkers.

Of the orders for men in the metal trades, 57 per cent were filled. That the percentage was not greater was due in part to the fact that positions were often filled before the registrar could refer applicants, as men in the metal trades were available at all times.

The demand for skilled workmen in the building trades was fair throughout the year, and the demand for carpenters was greater than that for men in any other of the building trades. Many of the carpenters were employed on repair work, with the exception of a few who were sent to work in New York State. The demand for painters was also fair and the number of men applying was large, but the demand for masons, bricklayers, lathers, and plasterers was small. About 75 per cent of the orders for men in the building trades were filled.

Auto painters, strippers, rubbers, varnishers, and body men were in fair demand until August, although at no time was the supply sufficient to readily fill the positions with first-class men. In the printing trades first-class printers, compositors, and cylinder-press feeders were scarce, and about 30 per cent of the positions open were filled. There were 21 positions offered for stationary engineers and eight were filled. Firemen were plentiful, 25 being called for and 19 placed. Chauffeurs were at all times numerous, but were not in great demand, and most of the positions offered were readily filled. Machine helpers or boys for apprentice work were not in demand. Of the total number of positions open in the men's skilled help department, 60 per cent were filled.

Unskilled Males. There was very little demand for common laborers throughout the year, while the number of orders received for casual workers and general workers was only fair. There were at all times so many men out of work that no difficulty was experienced in readily filling these positions. The usual demand for hotel and restaurant work during the summer months was lacking this year and all openings were easily filled. Men seemed more disposed to retain their positions during the depression than for several years past.

Farm Labor. The supply of farm help was sufficient throughout the year to fill all the farm positions where a reasonable wage was offered and where the location of the farm was not

at too great a distance from Springfield. The total number of persons called for by employers for agricultural work during 1921 was 1,124 (1,027 men and 97 women), and the total number reported placed was 851 (754 men and 97 women). The women were employed during the tobacco harvest and were hired at the office and transported in trucks to the farms. Of the total number of positions in agricultural work offered by employers, 75.7 per cent were filled. During the tobacco harvest in August 319 persons were called for and 281 were placed. The wages offered to single farm hands ranged from \$30 to \$40 per month with board and room, although in a few cases higher wages were offered. For married men the wages offered ranged from \$50 to \$65 per month with house rent, fuel, milk, and in some cases vegetables.

Women and Girls. Industrial conditions throughout the year have been such that business in the women's department has been chiefly confined to domestic lines. The office and shop positions offered have been easily filled. Lists of available applicants have been on file whenever the demand seemed to warrant it. Women and girls applied for store and office positions in increasing numbers until, in November, applicants for such positions constituted a large majority of the total number of female applicants for positions.

Competent general maids with references were scarce. More general maids were placed each month, beginning in January, than during any prior month since the close of the war. In May a number of young Irish girls who had recently arrived were placed. These, together with a few English and Scotch who applied for various kinds of work, were the only immigrant applicants. Hotels and restaurants seldom had any difficulty in securing help, but institutions were not as successful in this respect. It was difficult to secure an adequate number of cooks, kitchen maids, and laundresses. Except during December there was an oversupply of waitresses, especially for restaurants.

In January, so many women applied for day work that it seemed best to keep a record of the oversupply. The change from a shortage had come so quickly that one needed the actual figures to realize its significance. During the year there were

7,404 applications by women for day work, including applications from many women who applied more than once, and 4,130 positions were reported filled.

Special efforts were made to distribute the day work as widely as possible, so that new workers could be helped to find work and additional families could be aided in this way. Fortunately, the demand was good, owing to the continued scarcity of competent maids. Late in July and throughout August nearly a hundred girls and women were sent out to work on tobacco.

Soldiers, Sailors, and Marines. Much attention has been given during the year to the placement, in permanent positions, of honorably discharged service men, and, with the continued co-operation of employers, fair success has been attained. An employee of the United States Employment Service, assigned to this office, has devoted a portion of his time to the placement of handicapped ex-service men, or of others who were in special need of work. In the following table data are presented showing, by months, the number of new registrations, the number referred to positions, and the number reported placed in 1920 and 1921:—

Number of Soldiers, Sailors, and Marines Registered, Referred to Positions, and Reported Placed by the Springfield Office in 1920 and 1921.

MONTHS.	NUMBER OF NEW REGISTRATIONS		NUMBER REFERRED TO POSITIONS ¹		NUMBER REPORTED PLACED ¹	
	1920	1921	1920	1921	1920	1921
January	42	6	170	58	94	41
February	47	5	196	65	131	57
March	105	11	256	64	142	46
April	58	21	163	52	96	33
May	47	11	148	47	86	27
June	58	12	159	33	101	17
July	26	11	101	36	61	15
August	55	22	170	89	94	62
September	23	8	114	52	72	37
October	19	15	90	64	35	48
November	8	16	59	83	34	69
December	3	7	39	37	23	32
Totals	491	145	1,645	690	969	484

¹ The monthly and annual totals include duplications of individuals who were referred to more than one position, or placed in more than one position.

The number of new registrations in 1921 was only 145 as compared with 491 in 1920. The number referred to positions (including individuals who were referred to more than one position) decreased from 1,665 in 1920 to 680 in 1921, and the number reported placed (including duplications of individuals) decreased from 969 to 484. The very marked reductions noted were probably due to the fact that a large percentage of those who served during the war have already obtained permanent positions, and that many of those who applied for positions in 1921 were temporarily out of employment or did not wish a permanent position.

Special Service. Field work has been carried on throughout the year by registrars who have been assigned to this work from time to time. The cases of handicapped persons and of others who needed individual attention were taken up directly with employers in order to secure suitable positions for such persons. Visits have been made to manufacturers and other employers of labor not only to obtain orders but also to explain the facilities of the office for supplying competent help and to inquire as to whether or not the service rendered was satisfactory. Publicity has been maintained by publishing in the press monthly reports of the business of the office and surveys of industrial conditions. News items concerning labor conditions and employment problems have also been published from time to time. Newspaper advertising has been done to a limited extent.

THE WORCESTER OFFICE: 48-52 GREEN STREET.

WILLIAM A. WILDER, *Superintendent.*

Introductory. The Worcester office was opened September 15, 1913, at its present location and has been continuously operated for over eight years. The records of the office for 1921 show the effect of the business depression on the work of the office. Not since the depression during the winter of 1914-15 has there been such a small demand for help from employers, nor has such a small number of positions been filled. During only one month of the year, December, did the business transacted exceed that for the corresponding month in 1920.

With the office filled from day to day with applicants seeking employment, and with only comparatively few orders being received for help, various methods were adopted in order to find positions for applicants. Visits were made to factories and mercantile establishments, letters were sent to housekeepers and industrial concerns both in and out of the city, and want advertisements in the newspapers were closely watched and answered. By these methods some additional positions were found, but for the most part they were of a temporary character.

Statistical Summary. For the purpose of showing, comparatively for a series of years, the extent to which the office has been able to serve employers and applicants for employment, the following data are here presented: —

Summary of Business from September 15, 1913, to December 31, 1921.

CLASSIFICATION.	YEAR ENDING NOVEMBER 30				Dec. 1, 1916, to Dec. 31, 1917.	YEAR ENDING DECEMBER 31				TOTALS
	1913 ¹	1914	1915	1916		1918	1919	1920	1921	
Offers of positions .	1,822	7,561	10,365	16,515	17,887	17,519	14,258	14,099	9,127	109,153
Positions reported filled.	552	3,176	5,150	8,398	9,691	9,034	8,443	8,566	7,133	60,133
Persons furnished employment.	479	2,152	3,156	4,137	4,282	4,489	3,422	3,379	2,240	27,736
Persons applied for by employers.	1,089	4,387	7,316	15,152	16,253	14,923	12,941	12,376	8,574	93,011

¹ Office open two and one-half months only in 1913.² Covering a period of thirteen months.³ Eight years and three and one-half months.

The total number of positions reported filled by the office in 1921 was 7,133 as compared with 8,566 filled in 1920, showing a decrease of 16.7 per cent, but this decrease was, relatively, not as great as the decrease in the number of persons applied for by employers, — from 12,376 in 1920 to 8,574 in 1921, or 30.7 per cent.

During the year 2,240 individual applicants (1,431 males and 809 females) secured positions through the office. Of the males, 1,112 secured one position and 319 more than one; 762 were native born and 669 foreign born; 919 were single and 512 married. Of the females, 491 secured one position and 318 more than one; 401 were native born and 408 foreign born, 388 were single and 421 married.

The number of individual employers who applied at the office for help during the year was 2,767, and of this number 1,239 applied for the first time. Only 21 of the employers who placed orders were non-residents.

Males. The number of placements in the men's department in 1921 was 2,847, or 33.4 per cent less than the number (4,277) placed in 1920. There was practically no demand for machinists, as the machine tool industry, one of the most important industries in the Worcester district, was very inactive throughout the entire year. A few tool makers and machine operators were hired through the office at odd times, whereas in former years such workmen constituted a large percentage of the total number of skilled males placed by this office.

Increased activity in the textile mills was reported as early as March, 1921, and orders for weavers, spinners, and loomfixers were received. The number called for was small at first, but gradually increased until August when a decrease was noted, and at the close of the year comparatively few orders for these operatives were received.

A very small number of orders for building mechanics and helpers was received because contractors were able to engage on the job about all help required. During September and October a number of carpenters and painters were placed on temporary work, mostly repairing. The number of stationary engineers hired through the office compared favorably with other years and at no time was there a great surplus, but the

placements of stationary firemen constituted only a small percentage of those available. The demand for men in other trades and for clerical help continued small during the year.

Many of the applicants for employment were willing to accept work of any kind, and, consequently, the task of selecting a few for the small number of unskilled positions offered was no easy one, and there was very little to offer except temporary jobs. The ice storm in November provided emergency employment for a number of laborers. There was a large supply of woodsmen in the fall, but very little demand for their services. Fewer farm hands were called for than in 1920 but more were placed. The average wage offered was about \$35, and, although applicants for this work were numerous, at no time was there an oversupply of experienced farm hands and milkers.

Females. The work of the women's department was much less seriously affected by the depression than was that of the men's department. The number of positions filled in 1921 was 4,286, or only three less than in 1920, but there was a noticeable change in the desirability of the positions offered. Comparatively few orders for office employees were received, except during the later months of the year when some improvement was noted. During the early part of 1921 few positions for factory workers were offered. Later in the spring and summer, orders for woolen weavers and drawers-in were received, but most of the mills were at a distance and for this reason many of the applicants declined to accept the positions. Press operators and bench hands were needed in the fall and many were placed. Several canvassers, for work entirely on a commission basis, were hired through the office.

Because of the lack of orders for factory workers there was a large increase in the number of applications for work in hotels and institutions, but very few orders were received for such workers. Even in the summer there was no large demand for help at the resorts. Girls seeking domestic work applied in greater numbers than for several years past, but many of them were not disposed to accept the positions because they considered the wages inadequate or the working conditions unsatisfactory. With a large and exceptionally good class of day workers on hand every morning it was possible to fill nearly all positions offered.

Soldiers, Sailors, and Marines. Continued endeavor was made during the year to find positions for ex-service men. The following table furnishes a record of this work during the years 1920 and 1921:—

Number of Soldiers, Sailors, and Marines Registered, Referred to Positions, and Reported Placed by the Worcester Office in 1920 and 1921.

MONTHS.	NUMBER OF NEW REGISTRATIONS		NUMBER REFERRED TO POSITIONS ¹		NUMBER REPORTED PLACED ¹	
	1920	1921	1920	1921	1920	1921
January	45	15	101	36	46	23
February	45	6	80	21	25	16
March	67	20	121	47	47	37
April	66	10	109	42	41	31
May	41	15	84	40	43	24
June	42	17	80	46	36	27
July	70	13	130	33	80	27
August	50	13	110	37	58	29
September	26	9	72	44	44	33
October	26	19	54	45	42	38
November	19	20	41	42	34	37
December	7	26	26	38	29	26
Totals	504	183	1,008	471	515	353

¹ The monthly and annual totals include duplications of individuals who were referred to more than one position, or placed in more than one position.

The data presented in the foregoing table show that there was a marked decrease in the number of ex-service men who applied for positions at the office in 1921 when compared with the number who applied in 1920. Likewise there was a decrease in the number referred to positions and in the number reported placed. Attention should be called to the fact that in each year a large number of men were referred to more than one position and also that a large number were placed in more than one position. This will explain why the numbers referred to positions and the numbers reported placed (which included duplications of individuals) exceeded the corresponding numbers of new registrations in each year.

STATISTICAL TABLES.

TABLE I. — *Summary of Business of All Offices from December 1, 1910, to December 31, 1921.*

CLASSIFICATION.	YEAR ENDING NOVEMBER 30						Dec. 1, 1916 to Dec. 31, 1917 ²	YEAR ENDING DE- CEMBER 31				TOTALS 1911- 1921
	1911	1912	1913 ¹	1914 ²	1915 ²	1916 ²		1918	1919	1920	1921	
Offers of positions	58,172	74,089	74,113	53,858	51,580	78,157	80,734	77,609	66,724	65,932	43,525	724,583
Positions reported filled.	21,158	26,587	29,117	24,710	26,689	39,865	41,155	39,735	37,615	37,520	28,556	352,707
Persons furnished employment.	13,205	15,711	16,835	13,644	14,304	19,413	19,577	21,419	18,095	18,604	12,323	183,130
Persons applied for by employers.	30,632	36,834	39,230	31,565	33,906	60,782	62,541	62,558	58,255	58,575	36,110	510,988

¹ The figures for 1913 are for a full 12 months for the Boston and Springfield offices, 11 months for the Fall River office (this office having been closed during August), and two and one-half months for the Worcester office.

² The figures for 1914, 1915, and 1916 are for a full 12 months for the Boston, Springfield and Worcester offices, and 11 months for the Fall River office.

³ The figures for 1917 are for 13 months for the Boston, Springfield, and Worcester offices and four months for the Fall River office, this office having been discontinued March 31, 1917.

TABLE II. — *Summary of Business of the Boston Office during the Year ending December 31, 1921, with Comparable Data for 1920.*

CLASSIFICATION.	1921			1920	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1920)	
Applications from Employers	—	—	13,122	21,635	—39.35
Individual Employers who Applied for Help.	—	—	4,270	5,455	—21.72
Persons Applied for by Employers . .	7,469	8,280	15,729	29,161	—46.06
Positions offered Applicants	11,107	11,210	22,317	35,091	—36.40
Positions Reported Filled	5,509	6,225	11,734	16,910	—30.61
Individuals for whom one Position only was secured.	3,123	2,044	5,167	8,832	—41.50
Individuals for whom more than one Position was secured.	828	1,026	1,854	2,190	—15.34
Total for whom Positions were secured .	3,951	3,070	7,021	11,022	—36.30

TABLE III. — *Summary of Business of the Springfield Office during the Year ending December 31, 1921, with Comparable Data for 1920.*

CLASSIFICATION.	1921			1920	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1920)	
Applications from Employers . . .	—	—	9,187	10,900	—16.18
Individual Employers who Applied for Help.	—	—	3,291	2,908	+13.17
Persons Applied for by Employers .	5,832	5,975	11,807	17,038	—30.70
Positions offered Applicants . . .	6,012	6,069	12,081	16,742	—27.94
Positions Reported Filled . . .	4,860	4,829	9,689	12,044	—19.55
Individuals for whom one Position only was secured.	1,306	629	1,935	2,816	—31.29
Individuals for whom more than one Position was secured.	613	514	1,127	1,387	—18.75
Total for whom Positions were secured .	1,919	1,143	3,062	4,203	—27.15

TABLE IV. — *Summary of Business of the Worcester Office during the Year ending December 31, 1921, with Comparable Data for 1920.*

CLASSIFICATION.	1921			1920	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals (For Division by Sex, see Report for 1920)	
Applications from Employers . . .	—	—	7,206	9,265	—22.22
Individual Employers who Applied for Help.	—	—	2,767	2,785	—0.65
Persons Applied for by Employers .	3,411	5,163	8,574	12,376	—30.72
Positions offered Applicants . . .	4,173	4,954	9,127	14,099	—35.26
Positions Reported Filled . . .	2,847	4,286	7,133	8,566	—16.73
Individuals for whom one Position only was secured.	1,112	491	1,603	2,509	—36.11
Individuals for whom more than one Position was secured.	319	318	637	870	—26.78
Total for whom Positions were secured .	1,431	809	2,240	3,379	—33.71

TABLE V. — *Comparative Summary of Business of Each Office during the Year ending December 31, 1921.*

CLASSIFICATION.	Working Days	Number of Applications from Employers	Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED APPLICANTS		POSITIONS REPORTED FILLED		Percentages of Positions Filled of Persons Called for
					Number	Daily Average	Number	Daily Average	
Boston:									
Males	303	5,651	7,469	24.65	11,107	36.65	5,509	18.18	73.76
Females	303	7,431	8,260	27.26	11,210	37.00	6,225	20.55	75.36
Total	303¹	13,082	15,729	51.91	22,317	73.65	11,734	38.73	74.66
Springfield:									
Males	304	3,555	5,832	19.18	6,012	19.78	4,860	15.99	83.33
Females	304	5,632	5,975	19.66	6,069	19.96	4,829	15.88	80.82
Total	504	9,187	11,807	38.84	12,081	39.74	9,689	31.87	82.06
Worcester:									
Males	304	2,333	3,411	11.22	4,173	13.72	2,847	9.37	83.47
Females	304	4,873	5,163	16.98	4,954	16.30	4,286	14.10	83.01
Total	304	7,206	8,574	28.20	9,127	30.02	7,133	23.47	83.19
Three Offices:									
Males	—	11,539	16,712	55.05	21,292	70.15	13,216	43.54	79.08
Females	—	17,936	19,398	63.90	22,233	73.26	15,340	50.53	79.08
Total	—	29,475	36,110	118.95	43,525	143.41	28,556	94.07	79.06

TABLE VI. — *Summary, by Months, of Business of the Three Offices during the Year ending December 31, 1921.*

MONTHS.	Working Days	Number of Applications from Employers	Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED APPLICANTS		POSITIONS REPORTED FILLED		Percentages of Positions Filled of Persons Called for
					Number	Daily Average	Number	Daily Average	
January	25	1,945	2,330	93.20	2,914	116.56	1,804	72.16	77.42
February	23	1,869	2,527	109.87	3,075	133.70	1,943	84.48	76.89
March	27	2,798	3,242	120.07	3,879	143.67	2,437	90.26	75.17
April	25	2,974	3,424	136.96	4,018	160.72	2,660	106.40	77.69
May	25	2,867	3,496	139.84	4,159	166.36	2,679	107.16	76.63
June	26 ¹	2,855	3,515	137.55	4,059	159.17	2,844	111.14	80.91
July	25	2,220	2,655	106.20	3,174	126.96	2,151	86.04	81.02
August	27	2,507	3,154	116.81	3,861	143.00	2,559	94.78	81.14
September	25	2,994	3,683	147.32	4,417	176.68	2,783	111.32	75.56
October	25	2,566	3,226	129.04	3,982	159.28	2,622	104.88	81.28
November	25	2,053	2,629	105.16	3,263	130.52	2,215	88.60	84.25
December	26	1,827	2,229	85.73	2,724	104.77	1,859	71.50	83.40
Totals	304	29,475	36,110	118.95	43,525	143.41	28,556	94.07	79.06

¹ The Boston Office was open 25 days in June.

TABLE VII. — *Classification, by Occupations, of "Persons Called for" and*

	INDUSTRIES AND OCCUPATIONS.	BOSTON	
		Persons Called for	Positions Filled
1	Agriculture:	230	172
2	Farm hands, gardeners, dairy hands, etc.	180	149
3	Agricultural laborers	-	-
4	Others	40	23
5	Building and Construction:	1,195	902
6	Carpenters	290	265
7	Electricians (inside and out)	63	42
8	Painters, paperhangers, etc.	431	371
9	Pipe fitters and plumbers	160	118
10	Roofers and sheet-metal workers	62	47
11	Structural-iron workers	3	2
12	Other building trades mechanics	92	60
13	Building trades helpers	94	77
14	Casual Workers	2,752	2,609
15	Chemicals, Oils, Paints, etc.	40	30
16	Clay, Glass, and Stone Products	11	7
17	Clerical, Professional, and Technical:	651	435
18	Bookkeepers, accountants, and cashiers	107	48
19	Draftsmen	4	3
20	Office clerks	91	52
21	Stenographers and typists	156	90
22	Teachers	-	-
23	Others	293	202
24	Clothing and Textiles:	921	559
25	Dressmakers and seamstresses	26	20
26	Garment workers	510	283
27	Hat, cap, and millinery workers	120	97
28	Shirt, collar, and cuff workers	-	-
29	Textile workers	33	11
30	Others	232	148
31	Common Labor (not casual workers)	313	262
32	Domestic and Personal Service:	5,148	3,770
33	Chambermaids	420	312
34	Cooks and chefs	525	361
35	Domestics	375	284
36	Kitchen and pantry workers	1,489	1,206
37	Laundry, cleaning, dyeing, etc.	212	126
38	Matrons and hotel housekeepers	1	-
39	Nurses and attendants	104	77
40	Waiters, waitresses, and bus-boys	1,409	955
41	Others	613	449
42	Food, Beverages, and Tobacco:	264	166
43	Bakery and confectionery workers	157	91
44	Meat and butcher workmen	23	5
45	Cannery workers	18	14
46	Cigar, cigarette, and tobacco workers	8	8
47	Others	58	48
48	Leather, Rubber, and Allied Products:	387	285
49	Boot and shoe workers	47	20
50	Fur and glove workers	17	14
51	Rubber workers	127	100
52	Others	196	151
53	Lumber:	-	-
54	Skilled woodsmen	-	-
55	Woods laborers	-	-

"Positions Filled" at Each Office during the Year ending December 31, 1921.

SPRINGFIELD		WORCESTER		TOTALS		
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	
1,124	851	496	314	1,750	1,337	1
1,027	754	395	305	1,602	1,208	2
97	97	10	8	107	105	3
-	-	1	1	41	24	4
414	303	302	245	1,311	1,530	5
185	143	91	80	566	488	6
23	11	11	8	97	61	7
101	85	65	53	597	509	8
14	5	19	14	193	137	9
22	16	19	14	103	77	10
1	1	1	1	5	4	11
55	31	30	23	177	114	12
13	11	66	52	173	140	13
7,182	7,008	5,153	5,069	15,067	14,786	14
-	-	-	-	40	30	15
7	1	7	1	25	9	16
63	31	67	31	781	547	17
20	8	10	5	137	61	18
4	1	5	-	13	4	19
15	11	18	10	124	73	20
23	11	29	8	208	109	21
-	-	-	-	-	-	22
1	-	5	8	299	300	23
228	93	304	189	1,453	941	24
17	12	18	4	61	36	25
78	35	28	13	616	331	26
1	1	63	55	184	153	27
-	-	2	5	2	5	28
123	39	173	100	329	150	29
9	6	20	12	261	166	30
130	83	267	196	719	543	31
1,547	639	1,121	396	7,816	4,907	32
132	58	31	16	583	386	33
185	81	87	28	797	470	34
812	257	788	235	1,975	776	35
218	141	120	80	1,827	1,427	36
66	37	17	11	295	174	37
13	5	2	-	16	5	38
12	7	20	6	136	90	39
84	33	44	17	1,537	1,005	40
25	20	12	5	650	474	41
124	95	17	12	415	273	42
46	25	11	8	214	124	43
9	5	1	1	33	11	44
-	-	-	-	18	14	45
58	50	-	-	66	58	46
21	15	5	3	84	66	47
14	4	56	28	457	317	48
1	-	26	11	74	31	49
-	-	9	7	26	21	50
2	2	9	5	138	107	51
11	2	12	5	219	158	52
68	49	100	94	168	143	53
4	-	35	30	39	30	54
64	49	65	64	129	113	55

TABLE VII. — *Classification, by Occupations, of "Persons Called*

	INDUSTRIES AND OCCUPATIONS.	BOSTON	
		Persons Called for	Positions Filled
56	Metals and Machinery:	482	323
57	Auto mechanics and garage workers	79	40
58	Blacksmiths and boiler makers	20	10
59	Machinists, tool and die makers	80	66
60	Machine hands and specialists	64	45
61	Millwrights	14	14
62	Molders and core makers	8	2
63	Polishers, buffers, platers, etc.	53	28
64	Welders and cutters	5	10
65	Helpers and handy men, all trades	26	16
66	Others	133	92
67	Musical Instruments:	12	12
68	Instrument makers	1	1
69	Others	11	11
70	Paper and Printing:	568	364
71	Paper and pulp mill workers	20	13
72	Paper-box and bag makers	37	26
73	Printers and pressmen	166	88
74	Feeders and bindery workers	250	172
75	Others	95	65
76	Shipbuilding:	743	268
77	Riveters, chippers, calkers, and reamers	104	30
78	Ship fitters	1	1
79	Ship carpenters	30	2
80	Shipbuilding laborers	21	12
81	Other distinct occupations	587	158
82	Theatres and Amusements	19	9
83	Transportation and Public Utilities:	365	118
84	Chauffeurs and auto-truck drivers	74	37
85	Teamsters, stablemen, and deliverymen	87	59
86	Telephone and telegraph workers	17	12
87	Track workers	—	—
88	Trainmen, dispatchers, enginemen, etc.	2	2
89	Others	25	8
90	Wholesale and Retail Trade:	327	179
91	Salespeople	131	49
92	Shipping and stock clerks, packers, etc.	164	113
93	Others	32	17
94	Woodworking and Furniture:	106	58
95	Cabinet makers and furniture finishers	24	18
96	Machine woodworkers	21	11
97	Others	63	29
98	Miscellaneous:	1,363	1,061
99	Apprentices (all trades)	83	57
100	Boys and girls (not otherwise classified)	650	531
101	Elevator operators	96	70
102	Engineers	125	75
103	Firemen and oilers	124	97
104	Pattern makers	6	6
105	Watchmen, janitors, guards, etc.	201	154
106	Others	78	66
	Totals	15,729	11,734

for" and "Positions Filled" at Each Office, etc. — Concluded.

SPRINGFIELD		WORCESTER		TOTALS		
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	
277	182	339	224	1,008	729	56
95	58	21	11	195	109	57
4	3	4	2	28	15	58
11	5	28	17	119	88	59
134	89	122	91	320	225	60
9	8	20	12	43	24	61
9	7	6	—	23	9	62
—	—	18	13	71	41	63
5	3	6	4	16	17	64
7	7	112	73	145	96	65
8	2	2	1	138	95	66
—	—	—	—	12	12	67
—	—	—	—	1	1	68
—	—	—	—	11	11	69
100	41	18	7	695	412	70
2	—	—	—	22	13	71
19	4	—	—	56	30	72
16	2	14	4	196	94	73
28	14	3	2	281	188	74
44	21	1	1	140	87	75
30	1	—	—	773	304	76
30	1	—	—	134	31	77
—	—	—	—	1	1	78
—	—	—	—	30	2	79
—	—	—	—	21	12	80
—	—	—	—	587	158	81
17	11	—	—	36	20	82
100	77	103	81	417	276	83
41	31	46	39	161	107	84
41	34	47	35	175	128	85
5	2	2	—	24	14	86
—	—	4	3	4	3	87
2	1	—	—	4	3	88
20	9	4	4	49	21	89
150	91	107	77	593	347	90
121	58	95	74	347	181	91
32	28	11	3	207	144	92
6	5	1	—	39	22	93
21	11	21	3	150	72	94
8	7	12	1	44	26	95
6	2	4	1	31	14	96
7	2	5	1	75	32	97
174	118	186	142	1,723	1,321	98
6	7	5	4	94	68	99
69	50	17	16	736	597	100
13	5	2	1	111	76	101
21	8	37	24	183	107	102
25	20	66	57	215	174	103
5	2	3	1	14	9	104
31	22	41	28	273	209	105
4	4	15	11	97	81	106
11,807	9,689	8,574	7,133	30,110	23,554	

TABLE VIII. — *Daily Averages of "Persons Called for" and "Positions Reported Filled" at Each Office during the Year ending December 31, 1921, with Comparable Data for 1920.*

MONTHS.	PERSONS CALLED FOR						POSITIONS REPORTED FILLED					
	BOSTON		SPRING-FIELD		WORCESTER		BOSTON		SPRING-FIELD		WORCESTER	
	1920	1921	1920	1921	1920	1921	1920	1921	1920	1921	1920	1921
January	94	43	78	26	41	28	51	32	49	20	26	19
February	96	56	63	34	35	19	52	39	45	29	20	16
March	111	53	66	39	46	28	59	38	44	30	28	22
April	120	56	65	46	54	34	71	41	43	37	33	28
May	129	64	64	44	50	32	73	47	43	35	33	25
June	103	61	58	47	41	29	64	46	40	41	29	24
July	78	46	48	35	39	25	49	36	39	29	29	21
August	104	50	60	41	42	26	56	36	43	36	29	23
September	129	65	58	48	46	35	68	46	40	36	33	29
October	95	54	48	42	40	33	53	43	36	35	32	27
November	54	41	38	37	30	27	39	33	31	31	25	25
December	39	34	26	26	23	26	32	28	22	22	19	21
Averages	96	53	56	39	41	28	56	39	39	33	28	23

TABLE IX. — *Expenditures on Account of Maintenance of the Three Offices during the Fiscal Year ending November 30, 1921.*

	Boston	Springfield	Worcester	Total
Books, maps, clippings, etc.	\$10 00	\$10 00	—	\$20 00
Expressage	75	3 37	\$1 55	5 67
Postage	55 00	30 00	15 66	100 66
Printing:				
Annual report	84 38	42 20	42 20	168 78
Other reports	—	—	—	—
Office forms, etc.	194 24	221 88	167 86	583 98
Stationery, and office supplies	156 66	58 88	48 72	264 26
Typewriter machines and supplies	31 74	2 80	—	34 54
Other machines and supplies	5 98	—	—	5 98
Telephone	848 69	310 73	187 31	1,346 73
Travel	104 92	16 21	3 37	124 50
Rent	4,410 00	1,800 00	1,500 00	7,710 00
Light	531 49	37 29	31 87	600 65
Advertising	373 20	159 00	58 68	590 88
Cleaning and cleaning materials	108 56	3 94	41 26	153 76
Other expenses	1,126 56	64 85	107 08	1,298 49
Salaries (including janitor's services)	22,838 51	12,272 00	7,657 20	42,767 71
Totals	\$30,880 68	\$15,033 15	\$9,862 76	\$55,776 59
Unexpended	—	—	—	1,923 41
Appropriation	—	—	—	\$57,700 00

APPENDIX A.

SPECIAL INQUIRY RELATIVE TO THE OPERATION OF EMPLOYMENT OFFICES IN BOSTON.

The information here presented was obtained in answer to a questionnaire sent to employment offices in Boston in December, 1921. The returns cover a period of 11 months, ending November 30, 1921, and relate to the location of offices, titles of officials in charge, hours open for business, classes of applicants served, scale of fees charged for service, number of placements made (classified by sex), and the amounts received in fees during the period.

Number Reporting. The total number of offices in Boston from which returns were received was 124, of which 69 were "commercial" (operating for profit) and 55 were "non-commercial" (charging no fee or a nominal fee only for services rendered). Data for several offices in Boston which were not operated during the period covered by this inquiry are not included. Certain of the commercial offices objected to furnishing information with reference to the number of placements made and the amounts received in fees, but such a large number of the agencies addressed furnished the information voluntarily that there did not appear to be any occasion to make the answering of these inquiries obligatory. It is believed that the information obtained is quite fairly representative of all offices in the city.

Location of Offices. Of the 124 employment offices in Boston, 79 were located in the central business district (Boston proper), 20 in Back Bay, 13 in the South End, nine in Roxbury, two in Dorchester, and one in South Boston. Nearly all of the offices in the outlying districts were engaged in the placement of domestic and hotel help, and all except five of the 31 mercantile offices were located in the down-town business district.

Titles of Officials. As many as 19 different titles of officials in charge of employment offices in Boston were reported. The more usual titles of officials in charge of commercial offices were "proprietor" and "manager;" and of non-commercial offices, "manager," "director," "superintendent," and "secretary."

Hours Open for Business. A wide variety of business hours was reported by the 115 offices which answered this inquiry. The opening hour for 60 offices was 9 A.M. and 46 of the offices opened at an earlier hour, — six of these as early as 7 A.M. For 61 offices the closing hour was 5 P.M. and for 25 offices, 4 P.M. Only one office was regularly open after 6 P.M. and in this case the business hours were from 9 A.M. to 9.30 P.M. A large number of the offices reported that they were usually closed Saturday afternoons.

Classes of Applicants Served. The offices were grouped according to the classes of applicants served, and the number in each group is shown in the following table: —

TABLE 1. — *Number of Offices Reporting.*

CLASS OF APPLICANTS SERVED.	NUMBER OF OFFICES REPORTING		
	Commercial	Non-Commercial	Total
Domestic and hotel help	34	6	40
Mercantile help (principally)	16	15	31
Farmers, laborers, and woodmen	7	1	8
General (not confined to any specified class)	4	21	25
Special classes other than those specified above	8 ¹	12 ¹	20 ¹
Total	69	55	124

Of the 124 offices which reported, 40 were engaged principally in the placement of domestic and hotel help; 25 were general offices (not serving any specified class of applicants); 31 were engaged principally in the placement of mercantile help; eight in the placement of farm laborers, common laborers, and woodsmen; and 20 were for special classes of applicants other than those specified above.² Nearly half of the commercial offices (34 out of 69) were engaged in the placement of domestic and hotel help, and 16 were "mercantile offices." Of the 55 non-commercial offices, 21 were "general offices," 15 were "mercantile offices," and five were engaged solely in the placement of persons physically or mentally handicapped.

¹ The special classes of applicants served by the commercial offices were: Textile mill superintendents, overseers, and mechanics (two offices); automobile mechanics; engineers and machinists (two offices); plumbers and mechanics; porters, janitors, and chauffeurs; and theatrical employees.

The special classes of applicants served by the non-commercial offices were: Handicapped persons (five offices); teachers; librarians; settlement and community workers; students (part-time workers); laundry workers; filing clerks; and metal tradesmen.

² See note to Table 1.

Scale of Fees Charged. All of the 69 commercial offices answered the inquiry relative to the scale of fees charged for services rendered. In six of the offices a definite flat charge was made for each position furnished (as, for example, \$1, \$2, or \$3), but in all other cases the fees were based on the wages or services to be paid to the person placed. Usually in Class I offices, furnishing business employment, a fee not exceeding one week's wages was charged for placement in positions not of a temporary character, payment to be made in six weekly installments of one-sixth of the total charge. Nearly all of the Class II offices, serving principally domestic workers, hotel help, and laborers, charged both the applicant and the employer 25 per cent of the first week's wages. All rates reported were in conformity with the regulations of the Boston Licensing Board, which, in accordance with statutory provisions governing "intelligence offices" in Massachusetts, has jurisdiction over fee-charging employment offices in the city of Boston.

Number of Persons Reported Placed. Of the 124 offices in Boston, 65 answered this inquiry. The numbers of persons placed, classified by sex and by class of applicants served, are shown in the following table: —

TABLE 2. — *Number of Persons Reported Placed by Sixty-five Employment Offices in Boston.*

(Eleven months ending November 30, 1921.)

CLASS OF APPLICANTS SERVED.	Number of Offices Answering Inquiry ¹	NUMBER OF PERSONS RE- PORTED PLACED		
		Males	Females	Total
Commercial Offices.				
Domestic and hotel help	19	1,969	5,208	7,177
Mercantile help (principally)	6	864	1,295	2,159
Farmers, laborers, and woodmen	5	2,953	6	2,959
General (not confined to any specified class)	2	1,616	815	2,431
Special classes other than those specified above	6	884	150	1,034
Totals	38¹	8,286	7,474	15,760
Non-Commercial Offices.				
Domestic and hotel help	4	16	4,046	4,062
Mercantile help (principally)	8	— ²	— ²	6,446
Farmers, laborers, and woodmen	1	300	5	305
General (not confined to any specified class)	5	6,195	6,872	13,067
Handicapped persons	3	26	327	353
Special classes other than those specified above	6	— ²	— ²	3,821
Totals	27¹	—²	—²	28,054

¹ Of the 69 commercial offices in Boston, 38 reported the number of persons placed; and of the 55 non-commercial offices in Boston, 27 answered this inquiry.

² Three of the mercantile offices and one of the special offices failed to classify by sex the total number reported placed.

During the period of 11 months ending November 30, 1921, the 38 commercial offices from which returns were received in answer to this inquiry placed 15,760 persons, of whom 8,286 were males and 7,474 were females. Domestic and hotel help placed by 19 out of 34 commercial offices engaged in the placement of this class of help numbered 7,177, of which number 5,208 were females. The 27 non-commercial offices which answered this inquiry placed 28,054 persons during the period of 11 months; and of this number, 13,067 were placed by five of the 21 general offices and 6,446 by eight of the 16 mercantile offices. The general offices, both commercial and non-commercial, did not confine their work to the placement of any specified class of applicants, and no attempt was made to obtain from these offices information in detail, by occupations, as to the number of persons placed by them, but the data here presented indicate in a general way the relative importance of the several classes of applicants served.

Amount Received in Fees. This inquiry was answered by 32 of the 69 commercial offices which were in operation in Boston during the entire period of 11 months ending November 30, 1921. In the following table data are presented showing, by class of applicants served, the number of offices which reported, the number of persons placed (classified by sex), the amount received in fees, and the average fee per person placed: —

TABLE 3. — *Number of Persons Placed and Amount Received in Fees by Thirty-two Commercial Employment Offices in Boston.*

(Eleven months ending November 30, 1921.)

CLASS OF APPLICANTS SERVED.	Number of Offices	NUMBER OF PERSONS PLACED			Amount Received in Fees	Average Fee per Person Placed
		Males	Females	Total		
For 32 offices giving full data	32	7,617	5,363	12,980	\$56,318.34	\$4.34
Mercantile help (principally)	5	785	1,288	2,073	18,407.77	8.88
Domestic and hotel help	14	2,677	3,454	6,131	17,526.83	2.86
Farmers and farm laborers	2	1,349	—	1,349	2,824.00	2.09
Laborers and woodsmen	3	1,604	6	1,610	4,373.48	2.72
Special classes other than those specified above.	8	1,202	615	1,817	13,186.26	7.26

The total amount received in fees during the period of 11 months, by 32 commercial offices which answered this inquiry, was \$56,318.34, and the total number of persons placed was

12,980, making an average fee per person placed of \$4.34. The average fee for placements made by five mercantile offices was \$8.88; for placements of domestic and hotel help (14 offices), \$2.86; for farmers and farm laborers (2 offices), \$2.09; for laborers and woodsmen (3 offices), \$2.72; and for special classes of applicants other than those specified above (8 offices), \$7.26.

Only four of the 55 non-commercial offices in Boston charged a fee for services rendered either to employers or to persons placed in positions, and these four offices were only partially supported by the fees charged. No inquiry was made of the non-commercial offices as to the cost of their operation, but the records for one of these offices — the Boston Public Employment Office maintained by the Commonwealth — show that the total cost of operation of this office (including salaries, rental, alterations, telephone, and all other contingent expenses) during the fiscal year ending November 30, 1921, amounted to \$30,880.68. The total number of placements made during the same period was 11,833. The per capita cost of placement was, therefore, \$2.61.

APPENDIX B.

LAW RELATIVE TO PUBLIC EMPLOYMENT OFFICES IN MASSACHUSETTS.

The laws governing the establishment and operation of Public Employment Offices in Massachusetts have been consolidated as General Laws, Vol. II, Chapter 149, Sections 160-168, inclusive, which are as follows:—

GENERAL LAWS, VOL. II, CHAPTER 149, SECTIONS 160-168.

SECTION 160. The department¹ may establish and maintain in such cities as may be selected by it after investigation, with the approval of the governor and council, employment offices for the purpose of bringing together those seeking employment and those desiring to employ, and may maintain such offices now established. The commissioner shall make an annual report as to free employment offices.

SECTION 161. The commissioner² shall appoint for each of the offices provided for in the preceding section a superintendent who shall, under the direction of the commissioner, perform the duties hereinafter set forth or such as he may require. The commissioner may also appoint an assistant superintendent and such clerks as he may deem necessary for the proper conduct of the business of said employment offices. The location of each office established under the preceding section shall be plainly indicated by a proper sign.

SECTION 162. The superintendents of said employment offices shall receive applications from those seeking employment and from those desiring to employ, and shall register them in such manner as may be prescribed by the commissioner, and shall take such other action as the commissioner may deem best to promote the purposes of said offices. Said superintendents shall also receive applications from alien immigrants seeking employment in agricultural labor and from those desiring to employ immigrants in agricultural labor, and shall take such other action as the commissioner may deem best to promote a more general distribution of alien immigrants throughout the agricultural sections of the commonwealth. In directing applicants for employment to an employer in whose establishment a strike is in progress, the commissioner, superintendents or other departmental employees shall inform the applicant of the strike.

¹ Department of Labor and Industries.

² Commissioner of Labor and Industries.

SECTION 163. No fees shall in any case be taken from those seeking the benefits of said employment offices. Any superintendent or clerk who directly or indirectly charges or receives any fee in the performance of his duties shall be punished by a fine of not more than one hundred dollars or by imprisonment in jail for not more than one month, and shall be disqualified from holding further connection with said office.

SECTION 164. In registering applications for employment and for employees wanted, preference shall be given to residents of the commonwealth.

SECTION 165. Each superintendent shall make to the commissioner such reports of applications for labor or employment and of other details of the work of his office as the commissioner may require. The commissioner shall cause reports showing the business of the several offices to be prepared at regular intervals and to be exchanged among the said offices, and shall supply them to the newspapers and to citizens upon request; and the several superintendents shall post such reports in a conspicuous place in their offices so that they may be open to public inspection.

SECTION 166. There shall be allowed and paid, upon the approval of the commissioner, for salaries and for contingent expenses in connection with the establishment and maintenance of free employment offices, such sum as the general court may annually appropriate therefor.

SECTION 167. The commissioner may furnish weekly to the clerks of all towns in the commonwealth printed bulletins showing the demand for employment, classified by occupations to such extent as may be practicable and indicating the town where the employees are wanted. Such information shall be based upon the applications for employees under this chapter.

SECTION 168. Every town clerk shall post the lists received as aforesaid in one or more conspicuous places in the town. A town clerk who fails to comply with this section shall be punished by a fine of not more than ten dollars.

DEPARTMENT OF LABOR AND INDUSTRIES.
PUBLIC EMPLOYMENT OFFICES.

There are three public employment offices maintained by the Commonwealth.

LOCATION OF OFFICES.

BOSTON, 23-25 Pearl Street. Telephone, Congress 7380.
G. H. Dunderdale, *Superintendent*.

SPRINGFIELD, Water and Worthington Streets. Telephone, Walnut 4420. C. W. Allen, *Superintendent*.

WORCESTER, 48-52 Green Street. Telephone, Park 4750. W. A. Wilder, *Superintendent*.

PURPOSE.

These offices are maintained for the purpose of assisting employers to secure competent help, and to aid employees to secure positions.

No fees are charged for services rendered.

During the year 1921 over 28,500 positions were reported as filled by these offices.

MAKE APPLICATION FOR HELP OR EMPLOYMENT AT THE NEAREST OFFICE.

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Public Document

No. 80

The Commonwealth of Massachusetts

ANNUAL REPORT

ON THE

PUBLIC EMPLOYMENT OFFICES

FOR THE

YEAR ENDING DECEMBER 31, 1922

DEPARTMENT OF LABOR AND INDUSTRIES



PUBLICATION OF THIS DOCUMENT

APPROVED BY THE

COMMISSION ON ADMINISTRATION AND FINANCE

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Commonwealth of Massachusetts

The Commonwealth of Massachusetts

DEPARTMENT OF LABOR AND INDUSTRIES.

OFFICIALS.

Commissioner.

E. LEROY SWEETSER.

Assistant Commissioner.

ETHEL M. JOHNSON.

Associate Commissioners.

EDWARD FISHER.

HERBERT P. WASGATT.

SAMUEL ROSS.

PUBLIC EMPLOYMENT OFFICES.

ROSWELL F. PHELPS, *Director.*

Boston (Main Office).

HARRY G. DUNDERDALE,
Superintendent.

Springfield.

CHESTER A. ALLEN,
Superintendent.

Boston (Mercantile Office).

KATHRYN J. SULLIVAN,
Examiner-in-Charge.

Worcester.

WILLIAM A. WILDER,
Superintendent.

Federal Director, U. S. Employment Service.

E. LEROY SWEETSER, *Commissioner.*

ANNUAL REPORT ON THE PUBLIC EMPLOYMENT OFFICES.

To the General Court.

The Sixteenth Annual Report on Public Employment Offices is respectfully submitted herewith. This report covers the activities of the four State offices and the cost of their maintenance during the year 1922, and data for prior years for three offices are presented for purposes of comparison. With the approval of the Governor and Council, a mercantile office was opened in Boston on January 9, 1922 and the success of this new office has justified its continuance.

E. LEROY SWEETSER,
Commissioner of Labor and Industries.

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REPORT OF THE DIRECTOR OF PUBLIC EMPLOYMENT OFFICES.

INTRODUCTION.

To the Commissioner of Labor and Industries.

This report covers the operations, during the calendar year 1922, of the four State Public Employment Offices maintained by the Commonwealth. The offices are located, respectively, at 23-25 Pearl Street, Boston (main office); 25 Tremont Street, Boston (mercantile office); corner Water and Worthington Streets, Springfield; and 48-52 Green Street, Worcester. The statistical data herein presented, and more particularly the numbers of placements made, furnish a record of the services rendered by these offices to employers and applicants for employment during the year. Comparable data for prior years are presented for purposes of comparison.

1. THE LABOR MARKET IN 1922.

At the beginning of the year 1922 nearly all of the principal industries in the State were still affected by the industrial depression which had continued for more than a year, but signs of improvement were evident. The recovery, although difficult to trace over short intervals of time, was, nevertheless, sure, and before the close of May business had become established on a firm basis. The improvement in the demand for labor was reflected in the number of placements made by the State offices, which increased from 2,115 in January to 3,881 in May, marking the high point for the year. There was some decrease in industrial activity during July and August (a decrease usually occurring during hot weather), but aside from this and a seasonal curtailment in activity in the building trades in December, the highly satisfactory conditions in industry observed in May were very nearly maintained throughout the remainder of the year, and at the close of the year prospects for the immediate future were decidedly encouraging.

2. SUMMARY OF THE WORK OF THE LOCAL OFFICES.

Statistical reports of the local offices are forwarded to the administrative office at the State House, where the data are tabulated upon a uniform basis. Information with reference to the work of the several offices appears later in the text of this report and in detailed statistical tables at the end of the report. In the following table the principal data relative to the offices considered as a group are presented for the year 1922, with totals for 1921, for comparison:

Summary of Business of the Four State Offices during the Year ending December 31, 1922, with Comparable Data for 1921.

CLASSIFICATION.	1922			1921 ¹	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals	Totals	
Applications from employers	-	-	37,575	29,515	+27.3
Individual employers who applied for help	-	-	11,664	10,328	+12.9
Persons applied for by employers	27,771	22,541	50,312	36,110	+39.3
Offers of positions to applicants	32,207	25,667	57,874	43,525	+33.0
Positions reported filled	20,923	17,546	38,469	28,556	+34.7
Individuals for whom one position only was secured	8,835	3,497	12,332	8,705	+41.7
Individuals for whom more than one position was secured	3,080	2,146	5,226	3,618	+44.4
Total for whom positions were secured	11,915	5,643	17,558	12,323	+42.5

¹ For classification by sex, see report for 1921.

The total number of positions reported filled by the four offices during the year 1922 was 38,469, which was the largest number of positions filled by the State offices in any year, except 1916 and 1918, since the first of the offices (the Boston office) was established on December 3, 1906. The number of positions filled in 1922 exceeded the number filled in 1921 by 34.7 per cent. This increase was in a small measure due to the addition to the records of 1,408 positions filled by the new mercantile office which was opened in Boston on January 9, 1922. For the three offices which were in operation both in 1921 and 1922, the records show an increase of 30.1 per cent in the number of positions filled in 1922 over the corresponding number in 1921.

During the year 1922 positions were secured for 17,558 individual applicants. For 12,332 applicants *one position only* was secured and for 5,226 applicants *more than one* position was secured. The average number of positions secured by those applicants who obtained more than one position through the State offices was slightly over five per applicant. Nearly all of the applicants who obtained more than one position were engaged in domestic work or as casual laborers.

The total number of persons applied for by employers during the year was 50,312 and the total number of individual employers who applied for help was 11,664, or an average per employer of 4.5 persons applied for. The total number of applications or orders received from employers was 37,575 and many of these orders were for more than one employee. A large number of the employers made frequent use of the services of the offices. The extent to which the employers' orders were filled is indicated by the fact that of the 50,312 persons applied for during the year 38,469, or 76.4 per cent, were supplied.

In order to fill the positions offered by employers it is frequently found necessary to offer the position to more than one person before one can be found who is willing to accept. The total number of offers of positions to applicants during the year was 57,874, and the number of positions reported filled was 38,469. The ratio (about 3 to 2) indicates the extent to which applicants declined to accept positions offered them. In other words, about one out of every three applicants to whom positions were offered declined to accept the position offered. These facts indicate that in order to fill positions offered considerably more work is required than the mere sending of applicants to the employers, for the reason that some of the persons sent may either not be acceptable to the employer or may not care to accept the position when more fully advised of the actual conditions of employment.

3. COST OF OPERATION.

The following summary table shows, for the fiscal year ending November 30, 1922, the expenditures on account of the four public employment offices, the number of "placements" (positions furnished to applicants), and the per capita cost of the placements made, and similar data for three offices for the fiscal year ending November 30, 1921, are also presented for purposes of comparison:

Expenditures, Number of Placements, and Per Capita Cost of Placements, Fiscal Year ending November 30, 1922.

OFFICES.	EXPENDITURES		NUMBER OF PLACEMENTS		PER CAPITA COST OF PLACEMENTS	
	1921	1922	1921	1922	1921	1922
Boston (Main Office)	\$30,880.68	\$29,867.14	11,833	13,003	\$2.61	\$2.30
Boston (Mercantile Office) ¹	-	4,979.19	-	1,301	-	3.83
Springfield	15,033.15	15,831.16	9,701	13,486	1.55	1.17
Worcester	9,862.76	10,027.77	7,065	9,661	1.40	1.04
Totals	\$55,776.59	\$60,705.26	28,599	37,451	\$1.95	\$1.62

¹ Opened January 9, 1922.

The total expenditures on account of the maintenance of the four offices during the fiscal year ending November 30, 1922, amounted to \$60,705.26, as compared

with \$55,776.59 for three offices during the fiscal year ending November 30, 1921, showing an increase of \$4,928.67, or 8.8 per cent, all of which was for the maintenance of the new mercantile office in Boston.

Based on the total expenditures on account of the four offices, considered as a group, the per capita cost of placements was \$1.62 for the fiscal year ending November 30, 1922, as compared with \$1.95 for three offices for the fiscal year ending November 30, 1921. This decrease in the per capita cost of placements during the last fiscal year was due to the increase in the number of placements made during the year over the number made during the previous fiscal year, when the demand for labor at the offices was greatly reduced as a result of the industrial depression which continued throughout the year.

In computing the per capita cost of placements by the offices, the expenditures for rent, janitor service, telephone service, and certain other contingent expenses are included in the cost of operation. Those persons only who have been definitely reported as engaged by the employers to whom they were referred have been recorded as "placed." It is quite probable that a considerable number of applicants for employment who have been referred to employers have been hired, either at the time or later, but in the absence of any notification to that effect, such applicants for employment have not been recorded as "persons placed." Also it occasionally happens that applicants hand their reference cards to persons who have not been registered at any of the State offices and that these persons obtain the positions without being recorded as placed. Accordingly, the per capita cost of placement for the several offices as shown in the foregoing table may be considered as somewhat higher than the actual cost, were all placements made included in the records.

4. PLACEMENT OF SOLDIERS, SAILORS, AND MARINES.

No appropriation for the specific purpose of securing positions for ex-service men was provided during the past year, but the employees in the four State offices were instructed, wherever practicable, to give preference to veterans in referring applicants to positions. In the following table data are presented showing for each of the four offices the number of soldiers, sailors, and marines who were registered for the first time, the number referred to positions, and the number reported placed during the year 1922, with comparable data for three offices for the year 1921:

Number of Soldiers, Sailors, and Marines Registered, Referred to Positions, and Reported Placed in 1922 and 1921.

OFFICES.	NUMBER OF NEW REGISTRATIONS		NUMBER REFERRED TO POSITIONS ¹		NUMBER REPORTED PLACED ¹	
	1922	1921	1922	1921	1922	1921
Boston (Main Office)	1,579	892	2,078	1,511	1,613	821
Boston (Mercantile Office) ²	501	—	117	—	48	—
Springfield	156	145	603	680	373	494
Worcester	167	183	764	471	570	353
Totals	2,403	1,220	3,562	2,662¹	2,604¹	1,658¹

¹ The number referred to positions and the number reported placed include duplications of individuals who were referred to more than one position or placed in more than one position.

² Opened January 9, 1922.

The total number of soldiers, sailors, and marines who were registered at the four offices for the first time in 1922 was 2,403, as compared with 1,220 registered at three offices in 1921, showing an increase of 97.0 per cent. Likewise, there was a large increase in the number of persons placed (from 1,658 by three offices in 1921 to 2,604 by four offices in 1922, or 57.1 per cent). In explanation of the fact that the number reported placed exceeded the number of new registrations, it should be stated that the number reported placed includes individuals who were placed in *more than one* position during the year specified, whereas the number

of new registrations includes no duplication of individuals, except a comparatively small number in 1922 who may also have been registered in 1921.

5. CHANGE OF LOCATION OF THE SPRINGFIELD OFFICE.

On January 1, 1922, the Springfield office, which for over 10 years had been located at the northeast corner of Worthington and Water Streets, was removed to more commodious quarters in the Myrick Building directly opposite on the southeast corner of the same streets. By the erection of glass partitions, the space was divided so as to provide separate divisions for men and women, and a third portion of the space was set off as an office for the use of the inspectors in the Division of Industrial Safety. Some saving in rental and other expenses was effected by this arrangement, and the location of the two branches of the work of the Department in the same building was in furtherance of the policy of locating all State offices in each city in the same building for the convenience of the public.

6. SPECIAL WORK FOR UNEMPLOYED MEN.

In a special message to the Legislature on January 18, 1922, His Excellency, Governor Cox, recommended that an appropriation be made for clearing the woods of the Metropolitan parks of fallen trees and broken limbs and branches, thereby furnishing temporary work for a large number of unemployed men in Boston and vicinity. Two appropriations of \$50,000 each were made by the Legislature for this purpose. A Special Commission, to serve without pay, was created to direct the work and it was placed under the immediate supervision of the Metropolitan District Commission.

The Special Commission directed that men to be employed on this work be secured in so far as possible in equal numbers through the American Legion office in the State House and the State Employment Office in Boston. The extent to which there was unemployment of men in the Metropolitan District was indicated by the fact that in filling the first order for 100 men from each office at \$3.25 per day, the two employment offices were crowded with applicants. At the State office alone over 4,000 men applied for this work within a period of three days. Preference in filling positions through the American Legion office was given to World War veterans and, through the State office, to citizens having dependents. Arrangements were made for "rotating the force" of workmen in order to provide employment for a limited period to a large number of men. Subject to interruptions of several days on account of snow storms, the work was carried on during the period beginning February 6 and ending April 7. The total number of men employed was 1,105 and the largest number employed on any one day was 515. Of the total number of men, 510 were furnished through the State office.

In the report¹ on this work by the Metropolitan Commission it was stated that approximately 1,800 acres were cleared at the Middlesex Fells Reservation and 72 acres in Charles River Upper Division, and that the Commission furnished all tools and supplies used in the work, and all foremen and superintendents, so that the entire amount expended (\$53,794.25) of the two special appropriations was paid for the wages of ordinary laborers at the rate of \$3.25 per day. In commenting upon the character of the work the Commission reported as follows:

From careful inspection of the territory covered by the work, the results achieved surpass what one might reasonably have expected. The areas which have been cleared have entirely changed in their appearance. The entire work was done more rapidly and at less expense than any one believed possible when the work was started. For these satisfactory results, great credit is due to Captain Herbert W. West, who took entire charge of the work, supervised it carefully and inspired the foremen under him to obtain from the men under them a reasonable return in work for the wages which they received.

7. ESTABLISHMENT OF A MERCANTILE OFFICE IN BOSTON.

With the approval of the Governor and Council, a mercantile office was opened at 25 Tremont Street, Boston, on January 9, 1922, for the purpose of giving special

¹ See *Annual Report of the Metropolitan District Commission for 1922*, pages 5 and 4.

attention to the placement of clerks, stenographers, bookkeepers, salespeople and others seeking positions in offices and mercantile establishments. The establishment of this office for specialized placement work was in the nature of an experiment, but the results have been so satisfactory as to justify its continuance.

The separation of this branch of the work from that at the main office at Pearl Street was effected, without increasing the number of employees in the service, by the transfer of two registrars from the Pearl Street office and the assignment of an employee of the United States Employment Service to this office as Examiner-in-Charge. The principal item of expense incurred was for rental (\$2,400 per annum), toward which the United States Employment Service contributed \$1,450 during a period of 10 months.

8. CO-OPERATION WITH THE UNITED STATES EMPLOYMENT SERVICE.

The Department continued to co-operate during the past year with the United States Employment Service. In addition to administering the four public employment offices under the direction of the Commissioner of Labor and Industries, the Director of the Division of Statistics has also served as Assistant Federal Director of the United States Employment Service, and, with the approval of the Commissioner, has co-operated with 12 civic organizations which were engaged in placement work during the year.

The co-operative agreement which was continued in effect during the past year provided for the payment of the salaries of two Federal employees, one of whom was assigned to work in the Western part of the State and the other of whom has acted as examiner-in-charge of the mercantile office established in Boston in January, 1922. The Federal Bureau also contributed toward the expense on account of the rental of the mercantile office, and granted to the Department the use of the franking privilege in connection with the placement work of the State public employment offices. The total contribution by the Federal Bureau toward placement work in this State, including the salaries of the two Federal employees and the payment on account of rental, was approximately \$5,000, and the saving to the Department as a result of the use of the franking privilege may be estimated as approximately \$800.

Some assistance was rendered to the Federal Bureau in the collection monthly of information relative to the number of persons on pay-rolls of principal industrial establishments in eight Massachusetts cities.

9. PERSONNEL.

The total number of permanent employees in the four public employment offices at the close of the year was 38, of whom 19 were employed in the main office on Pearl Street, Boston, two in the mercantile office on Tremont Street, Boston, 10 in the Springfield office, and seven in the Worcester office. During the year two of the employees resigned and one retired from the service. The vacancies were promptly filled.

Mr. G. Harry Dunderdale, who has been connected with the Boston office since its establishment in 1906, and who was appointed as Superintendent on May 1, 1915, has continued in charge of that office, and during the past year has also acted as Superintendent of the mercantile office established in January, 1922. The Superintendent of the Springfield office, Mr. Chester W. Allen, appointed January 1, 1909, and the Superintendent of the Worcester office, Mr. William A. Wilder, appointed May 1, 1918, remain in charge of their respective offices. To the efficient and enthusiastic service rendered by these Superintendents and others associated with them, the highly gratifying records of placements made during the past year may be attributed.

Respectfully submitted,

ROSWELL F. PHELPS,
Director, Public Employment Offices.

REPORTS OF THE SEVERAL OFFICES.

THE BOSTON OFFICES: MAIN OFFICE, 23-25 PEARL STREET; MERCANTILE OFFICE, 25 TREMONT STREET.

G. HARRY DUNDERDALE, *Superintendent.*

Introductory. In the district served by the Boston offices there continued to be considerable unemployment during the first three months of the year, but gradually conditions in the principal industries began to improve and, with the opening up of building construction, much of which had been deferred during the prolonged period of depression, large numbers of building tradesmen and laborers were able to find employment. The recovery was reflected in the increasing number of orders for help filed by employers at the Pearl Street office, but at the mercantile office the increase in demand lagged for a while longer, indicating that recovery from depression in mercantile business follows by some interval of time that in the manufacturing industries. In the latter half of the year conditions in nearly all industries were very nearly normal, and, with the settlement of the controversy in the building trades and the stabilization of working conditions and wages in various other trades, there began a season of industrial expansion and prosperity which continued throughout the remainder of the year. In general, therefore, the year 1922 may be characterized as one of recovery from the depression which began in the Fall of 1920 and continued until the Spring of 1922.

Statistical Summary. In the following table are presented the principal data relative to the work of the two offices in Boston. The mercantile office is virtually a branch of the Pearl Street office, and for purposes of this report the records for these two offices have been combined¹ in this table and in the tables in the appendix.

Summary of Business of the Two Boston Offices during the Year ending December 31, 1922, with Comparable Data for One Office in 1921.

CLASSIFICATION.	1922 ¹			1921 ¹	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals	Totals ²	
Applications from employers	-	-	14,632	13,122	+11.6
Individual employers who applied for help	-	-	4,381	4,270	+2.6
Persons applied for by employers	11,204	8,355	19,559	15,729	+24.3
Positions offered applicants	14,790	11,680	26,470	22,317	+18.6
Positions reported filled	8,372	6,280	14,652	11,734	+24.9
Individuals for whom one position only was secured	4,758	2,118	6,876	5,167	+33.1
Individuals for whom more than one position was secured	1,288	1,040	2,328	1,854	+25.6
Totals for whom positions were secured	6,046	3,158	9,204	7,021	+31.1

¹ The records for 1922 are for two offices, while those for 1921 are for one office only. A mercantile office was opened in Boston on January 9, 1922.

² For classification by sex, see report for 1921.

During the year 1922 the total number of positions reported filled by the Boston offices was 14,652, as compared with 11,734 positions reported filled by a single office during the year 1921, showing an increase of 24.9 per cent. A part of this increase consisted of placements made by the new mercantile office (1,408 in number), but exclusive of these there was an increase of 12.9 per cent in the number of placements made by the main office. The total number of persons applied for by employers at the two offices during 1922 was 19,559, of which 74.9 per cent were furnished. The number of individual employers who applied for help was 4,381, and the average number of persons per employer applied for was 4.5.

¹ For a separate tabulation of the records for the mercantile office, see page 10.

Of the 9,204 applicants for employment for whom positions were secured during the year, 6,876 obtained *one position only* and 2,328 obtained *more than one position*. Nearly all of the applicants for whom more than one position was secured were domestic workers or casual laborers.

The Mercantile Office. At this office special attention is given to the placement of clerks, stenographers, accountants, bookkeepers, salespeople, and other store and office employees. The office is located at 25 Tremont Street, Boston, near the center of the business section of the city. Although the space occupied is very limited and on the second floor of the building, nevertheless, it has been demonstrated by the results of this first year of operation of the office that, in a city as large as Boston, more efficient service can be rendered, both to employers and applicants for employment, by the establishment of a separate office for applicants seeking other than manual employment.

The following is a summary of the work of this office from the date of opening (January 9, 1922 to December 31, 1922):

	Males	Females	Totals
Number of persons registered	3,444	4,309	7,753
Number of persons applied for by employers	249	1,538	1,787
Number of persons referred to positions	453	2,650	3,103
Number of positions reported filled	157	1,251	1,408

Of the 7,753 persons who registered at this office during the year, 1,408, or 18.2 per cent, were placed. While this ratio of placements to registrations is very low when compared with the corresponding ratio for the three other State offices, it may be explained that it is much more difficult to find positions for mercantile help than for those seeking manual employment, and, furthermore, the recovery from the depression in mercantile and office employment lagged behind that in the manufacturing industries and there was comparatively little increase in the demand for help in stores and offices until the Fall of the year.

The total number of persons applied for by employers during the year was 1,787, and the total number of separate orders for help was 1,097. Many of the orders called for more than one person and, in a large number of cases, the same employer filed more than one order during the year. Several large concerns obtained the clerical help required by them almost exclusively through this office. Of the 1,787 persons called for by employers, 1,408, or 78.8 per cent, were furnished, which, experience shows, was a very satisfactory fulfillment of the employers' demands.

Placement of Soldiers, Sailors, and Marines. In the following table data are presented showing the number of ex-service men registered, the number referred to positions, and the number reported placed by the two offices in Boston during the year 1922, with data for one office for the years 1921, 1920, and 1919:

Number of Soldiers, Sailors, and Marines Registered, Referred to Positions, and Positions Reported Filled by the Boston Offices¹ during Years Specified.

CLASSIFICATION.	1922 ¹	1921	1920	1919
Number of applicants registered	2,080	892	2,045	- ²
Number referred to positions ³	2,195	1,511	3,141	2,330
Number of positions filled ³	1,661	812	1,362	946

¹ The data for 1922 are for the two Boston offices combined; for 1921, 1920, and 1919 for one office only.

² Not available.

³ Includes duplications of individuals who were referred to more than one position or placed in more than one position.

On reference to the foregoing table, one will note that the number of ex-service men who registered and the number for whom positions were secured in 1922 exceeded the corresponding numbers in any other year since the war. The number

of positions filled by ex-service men in 1922 was 1,661, or more than twice as many as in 1921. In referring applicants to positions preference is given to ex-service men who are citizens of Massachusetts. Of the 1,579 ex-service men who registered at the Pearl Street office (principally for manual employment) a large percentage was placed, but of the 501 ex-service men who registered at the mercantile office (principally for office positions) only 48 were placed.

Placement of Male Applicants. During the first three months of the year the demand both for skilled and unskilled males was discouragingly small and the number of laborers seeking employment was far in excess of the demand for their services. In filling an order early in February for 100 men, at wages of \$3.25 per day, for emergency employment¹ in removing fallen trees and broken limbs and branches in the Metropolitan parks, the Pearl Street office was overwhelmed with applicants, of whom over 4,000 applied for this work within a period of three days. The total number of men furnished by the office for this work at the Middlesex Fells Reservation and at Riverside during February and March was 510. Preference in filling the positions was given to citizens having dependents. The office could readily have furnished 5,000 men, all having dependents and in financial straits due to unemployment, had there been sufficient positions available.

Early in April conditions began to improve, and thereafter the surplus of applicants was steadily reduced from week to week and during the Summer and Fall there was an actual shortage of able-bodied laborers and of skilled men in certain of the building trades. As a result of the large demand for workmen during the second half of the year, the total number of men for whom positions were secured during the whole year 1922 (notwithstanding the relatively small number of placements made during the first six months of the year) exceeded the corresponding number in any prior year except 1918 and 1916, in which years the demand for labor in the production of munitions and other war materials exceeded the supply.

Placement of Female Applicants. In the placement of women and girls during the past year the main office did not quite equal its achievement for several years past, but the small decrease in the number placed was due in part to the transfer of a portion of its work to the new mercantile office. During the past four years there has been an almost uniform decrease each year in the number of women placed in domestic service, which has been due, not to lack of positions offered, but to a steadily decreasing number of applicants for work of this character. In 1922 the total number of positions in domestic service (including hotels and restaurants) filled by the main office was 2,511, as compared with 2,889 in 1921, 3,298 in 1920, and 3,861 in 1919. The greater attractiveness of other kinds of employment and the restriction of immigration have, evidently, resulted in an under-supply of domestic labor in the Boston district.

¹ For a discussion of this subject see Introduction under the caption "Special Work for Unemployed Men," page 7, *ante*.

THE SPRINGFIELD OFFICE: WATER AND WORTHINGTON STREETS.

CHESTER W. ALLEN, *Superintendent.*

Introductory. Throughout the year 1922 there was a steady increase in the demand for products manufactured in the Springfield district, which resulted in an almost continuous addition to the number of employees in the manufacturing plants and to the demand for skilled help, particularly in the metal trades establishments. The demand for unskilled labor was largest in the Summer and Fall, when there was much building and highway construction work undertaken, while the demand for farm labor was good throughout the year, particularly during the period beginning in April and continuing through October. In general, the conditions in Springfield were very satisfactory, both with respect to the demand for labor and applications for positions, and a close balance between the demand for and supply of unskilled labor was in marked contrast with the great oversupply of unskilled labor during 1921.

Statistical Summary. The principal data relative to the work of the office during the year 1922, with comparable data for 1921, are presented in the following table:

Summary of Business of the Springfield Office during the Year ending December 31, 1922, with Comparable Data for 1921.

CLASSIFICATION.	1922			1921 ¹	Per Cent of Increase (+) or Decrease (-)
	Males	Females	Totals	Totals	
Applications from employers	-	-	13,399	9,187	+44.8
Individual employers who applied for help	-	-	4,089	3,291	+24.2
Persons applied for by employers	10,190	8,059	18,249	11,807	+54.6
Positions offered applicants	9,325	8,300	18,125	12,081	+50.0
Positions reported filled	7,673	6,295	13,968	9,689	+44.2
Individuals for whom one position only was secured	2,491	871	3,362	1,935	+73.7
Individuals for whom more than one position was secured	1,154	670	1,824	1,127	+61.8
Total for whom positions were secured	3,645	1,541	5,186	3,062	+69.4

¹ For classification by sex, see report for 1921.

The total number of persons applied for by employers during the year 1922 was 18,249, as compared with 11,807 in 1921, showing an increase of 54.6 per cent. The total number of positions filled in 1922 was 13,968, as compared with 9,689 in 1921, showing an increase of 44.2 per cent. Positions were found in 1922 for 5,186 individual applicants, exceeding the number (3,062) in 1921 by 69.4 per cent.

Of the 13,968 positions filled in 1922, 7,673 were filled by males and 6,295 by females. Of the 5,186 individual applicants who were placed in positions, 3,645 were males and 1,541 were females. For 3,362 persons one position only was secured and for 1,824 persons two or more positions were secured. The average number of positions filled by persons placed was 2.5; the average for males was 2.1 and for females was 4.1. A large number of the females placed were sent out to fill temporary positions, whereas less than one-third of the men placed during the year were placed more than once.

Since the office was established on September 4, 1907, 17,228 individual employers have applied for help, of whom 4,089 placed orders during the past year. Of the 4,089 individual employers from whom orders were received during the past year, 2,253 have applied in former years, 79 of whom were non-residents of this State, and 1,836 of whom used the office for the first time. The total number of employers who placed orders for help during the year showed a gain of 24 per cent over the corresponding number in 1921, and the number of those who placed orders for help for the first time in 1922 showed an increase of 30 per cent, as compared with the corresponding number in 1921.

During the year 1922, 66,319 persons were interviewed by the registrars of the Department (53,473 in the men's department and 12,846 in the women's department), whereas the total number interviewed during the year 1921 was 101,740. Nevertheless, in that year the total number of actual placements was less than in 1922. This may be explained by the fact that in 1922 a much larger number of positions were offered by the employers and, consequently, it was possible to place a much larger number of persons in these positions, yet with actually less work on the part of the registrars in interviewing applicants for positions.

Skilled Males. A considerable part of the demand for skilled males in the Springfield district consists of metal tradesmen and building tradesmen. For both of these classes of workmen there was comparatively little demand during the first three months of the year, but during the remainder of the year the demand for metal tradesmen was almost equal to the supply, particularly for all-round machinists, tool makers, and machine operators. During the last three months of the year, as usually occurs, there was a decrease in the demand for building tradesmen.

In other skilled lines the demand, as compared with the supply, was comparatively small throughout the year. Stationary engineers and firemen were available in large numbers and the number of positions offered fell far short of the number of applications, except in October and November, when there was quite a demand for stationary firemen. Many licensed stationary engineers and firemen who were unable to obtain positions at their regular trade applied for positions as watchmen. Throughout the year there was a large surplus of chauffeurs, most of whom applied for positions in driving trucks, but there was a large number who had had experience driving for private families. The number of chefs and second cooks who called at the office was at no time particularly large, but was sufficient to care for the orders received. Short order cooks, of whom there was a large supply, were in better demand. The orders for boys were principally for slightly-skilled stock workers and machine operators with a minimum of experience in light assembling, and most boys preferred this kind of work.

Unskilled Males. There was only a comparatively small demand for common laborers during the year except during the Summer and Fall months, when there was a large amount of road construction in this district. Difficulty was experienced at times in filling the orders, especially in those instances where the work was a long distance from Springfield. There have been few calls for permanent laborers in factories and the positions were readily filled. The demand for men for casual laboring work has been good at all times, with plenty of men available except, occasionally, when the number called for was exceptionally heavy. Hotel and restaurant work was quiet throughout the year and the usual Summer demand was lacking. At no time were there sufficient positions available to satisfy those applying for kitchen work.

Farm Labor. The demand for farm hands was good throughout the year. Most of the positions offered were for steady work by the month and the usual large demand for men to harvest tobacco during August was lacking. The largest number of farm positions filled was recorded in June, when the number of placements was about double the number for any other month of the year.

At no time was there a surplus of first-class, all-round farm hands and milkers and, in fact, it seems to be true that the old-fashioned farm hand is becoming rare. During the Summer months it was difficult to fill positions where the farm is located at a greater distance than 20 miles from Springfield unless the farmer came prepared to take the applicant home with him. The number of calls for married farm hands has been less than in former years, and most of the calls were received during the first six months of the year, during which time the supply was adequate. After August very few orders for married farm hands were received and comparatively few applied for positions.

The total number of persons called for to fill positions on farms during the year was 967 (916 males and 51 females). The number of positions reported filled was 467 (480 males and 37 females). According to these records, less than one-half of the positions offered were filled through this office.

Women and Girls. There was much less variation in the demand for and the

supply of women and girls from month to month during the year 1922 than is usually observed. January and February were the only months in which the demand was under 500 and the number of placements under 400. The number of applicants also showed less variation, the greatest number having applied in April (1,335) and the smallest number in December (757).

During the first six months of the year a large number of applicants registered for office work and a good list of applicants was available. There was a noticeable decrease in the number of applications from saleswomen and telephone operators. This was partly due to an improvement in retail trade.

Throughout the year until December the supply of and demand for shop workers was about equal, but during December employers with rush orders had difficulty in increasing their force. Except during July, when a large number applied for tobacco sewing, there were few girls from 14 to 16 years of age who applied for shop, store, or house work positions. This may be due to their being placed through the continuation schools.

Although the hotels and restaurants raised their rates of pay, they were unable to avoid considerable changes of help during the busy months. At times there was a scarcity of chamber, bath, and kitchen maids and there was no great over-supply at any time. The demand for and supply of Summer hotel help were fairly equal and most positions were filled satisfactorily. At institutions very little trouble was experienced during the first six months of the year in retaining or securing help, but as the year advanced there was increased difficulty in replacement. At college houses much the same difficulty was experienced. There was comparatively little choice of applicants when college opened, and although some girls came back later from Summer resorts there were relatively few from whom to choose.

In response to demand, a list of practical nurses has been kept and it has been possible to render service to hospitals and to private homes by selecting competent nurses when required. Owing to the fact that there is no standard requirement, either as regards training, experience, or compensation, women with little education and less training are seeking positions as practical nurses and asking from \$15 to \$30 a week. By exercising care in obtaining records of experience, the office has been able to render some service in this special kind of placement work.

Soldiers, Sailors, and Marines. In the following table data are presented showing the number of soldiers, sailors, and marines who were registered for the first time in 1922, the number referred to positions, and the number of positions reported filled, with comparable data for the years 1921, 1920, and 1919:

Number of Soldiers, Sailors, and Marines Registered, Referred to Positions, and Positions Reported Filled by the Springfield Office during Years Specified.

CLASSIFICATION.	1922	1921	1920	1919
Number of applicants registered	156	145	491	1,607
Number referred to positions ¹	603	680	1,665	1,973
Number of positions reported filled ¹	373	484	999	1,072

¹ Includes duplication of individuals who were referred to more than one position or placed in more than one position.

Special attention, as in former years, has been given to the placement of ex-service men, and with a fair degree of success. The number of positions reported filled in 1922 was somewhat less than in 1921, and considerably less than the number of positions reported filled by ex-service men during the two years immediately following the war. An employee of the United States Employment Service, who has been assigned to work in the Springfield district, has continued to give attention to the placement of handicapped ex-service men, this work being done in connection with his other duties as examiner-in-charge of the Westfield office, referred to below.

*The Westfield Office.*¹ In November, 1921, arrangements were made for the opening of a municipal employment office in the Chamber of Commerce rooms in Westfield, and Mr. Patrick J. McMahon, an employee of the United States Employment Service, was placed in charge of this office. On October 10, 1922, the office was removed to the City Hall, and desk room, furniture, and telephone service were provided by the City of Westfield. Stationery and incidental supplies were furnished by the United States Employment Service.

From January 1 to September 30, 1922, the office was open on three days a week (Tuesday, Thursday, and Saturday). Beginning October 16, 1922, a four-day week schedule was adopted, namely, Monday, Wednesday, Friday, and Saturday. With some clerical assistance, for the most part volunteer, Mr. McMahon succeeded in filling 948 positions during the year. The following table shows the number of persons called for by employers and the number of positions reported filled during the year 1922, classified by sex:

	NUMBER OF PERSONS CALLED FOR BY EMPLOYERS			NUMBER OF POSITIONS REPORTED FILLED		
	Males	Females	Total	Males	Females	Total
Skilled	135	-	135	104	-	104
Industrial	-	139	139	-	105	105
Clerical	18	57	75	15	55	70
Unskilled	479	-	479	431	-	431
Domestic	-	253	253	-	238	238
Total	632	449	1,081	550	398	948

During the early part of the year there were large numbers of unskilled men available for filling positions, but as soon as the tobacco growers began planting and the road building started, all able-bodied men who applied for positions were readily placed.

In the building trades there was plenty of work for skilled men. In the metal trades the supply of men exceeded the demand until Fall, when the reverse became true and a scarcity in certain lines of skilled mechanics was observed.

Throughout the year there was a large demand for all-round farm hands, with a small shortage of suitable applicants. The demand for office help, both male and female, was fair, with applicants for most of the positions. Considerable difficulty was experienced in filling the orders for housemaids and domestics, because the women and girls appeared to prefer shop work to housework and the demand for women in industry is growing.

The success of the part-time office in Westfield was due, in large measure, to the hearty co-operation of the City Government, the Chamber of Commerce and employers in Westfield and vicinity. The results accomplished justify the continuance of the office and the employment of an additional registrar (a woman), to whom could be assigned the placement of women and girls.

¹ No part of the expense of maintaining this office is borne by the Commonwealth, but its work is so closely related to that of the Springfield office that a short statement relative to its operation should appear in connection with the report for the Springfield office.

THE WORCESTER OFFICE: 48-52 GREEN STREET.

WILLIAM A. WILDER, *Superintendent.*

Introductory. According to the records of the Worcester office, industrial conditions in the city were very satisfactory throughout the entire year 1922 and were in marked contrast with conditions during the depression which continued throughout the preceding year. The number of persons called for by employers very nearly equalled the maximum number called for in any year during the war period, and was 46 per cent greater than in 1921. The number of positions reported filled was the largest recorded in any year since the establishment of the office in 1913, and exceeded by 38 per cent the number of positions reported filled in 1921.

A real problem that the office had to face in 1922 was that of securing men and women to fill the many positions offered, whereas in 1921 it was impossible to find positions for many of the applicants who called repeatedly at the office. The number of applications for positions in 1922 was well up to the average for prior years, but to a large extent, the applicants applied for light factory work and for temporary positions. At times a shortage existed in some lines, but there was very little evidence that employers were trying to outbid each other for labor and the rates of wages offered showed only a moderate increase over the rates offered for 1921.

Statistical Summary. The principal data relative to the work of the office during the year 1922, with comparable data for 1921, are presented in the following table:

Summary of Business of the Worcester Office during the Year ending December 31, 1922, with Comparable Data for 1921.

CLASSIFICATION.	1922			1921 ¹	Per Cent of Increase (+) or Decrease (—)
	Males	Females	Totals	Totals	
Applications from employers	—	—	9,644	7,206	+33.8
Individual employers who applied for help	—	—	3,194	2,767	+15.4
Persons applied for by employers	6,377	6,127	12,504	8,574	+45.8
Positions offered applicants	7,562	5,687	13,279	9,127	+45.5
Positions reported filled	4,878	4,971	9,849	7,133	+38.1
Individuals for whom one position only was secured	1,586	508	2,094	1,603	+30.6
Individuals for whom more than one position was secured	638	436	1,074	637	+68.6
Total for whom positions were secured	2,224	944	3,168	2,240	+41.4

¹ For classification by sex, see report for 1921.

During the year, 3,194 individual employers applied at the office for help, and of this number 1,336 applied for the first time. Eleven of these employers resided outside of the State.

The total number of positions reported filled by the office in 1922 was 9,849. The total number of individuals for whom positions were secured was 3,168, of whom 2,094 secured only one position and 1,074 were placed more than once. For the most part, those who were placed more than once were casual laborers and domestic help. Of the 3,168 persons for whom positions were found, 2,224 were males and 944 were females. Of the 2,224 males, 1,586 secured one position and 638 secured more than one position; 1,366 were native born and 858 were foreign born; 1,447 were single and 777 were married. A similar classification of the females who were placed shows that 508 secured one position and 436 secured more than one position; 485 were native born and 459 were foreign born; 429 were single and 515 were married.

Males. In the men's department 4,878 positions were filled during the year, which was an increase of 71 per cent over 1921 and established a record for that

department. With the exception of the first quarter of the year, the demand for men in the metal trades was very good and at no time was there a large surplus of skilled men applying. There was a notable scarcity of tool makers for punch and die work, blacksmiths and automatic screw machine operators during the Summer, and the wire mills in this vicinity were not only unable to get all the wire-drawers they needed but they had difficulty in finding men to break in on this work.

The textile mills in this vicinity were active during the entire year and many were operating on full time, but very few orders for textile operatives were received at the office. The principal orders from this source came during the Fall, when there was a demand for night weavers whom it was difficult to secure. Cotton ring-spinners and spoolers were also needed at a factory located at some distance from the city, but these workmen were very scarce in this section.

There was considerable building construction in this district during the year, resulting in a large demand on the office for carpenters, painters, and helpers. The demand for building tradesmen which began in February continued until late in the Fall and during that period nearly all of the applicants for positions found places waiting for them. A large number of firemen and engineers were placed. At no time was there any large number of these men registered and during the Fall the demand was so great that the office had some difficulty in filling positions in plants located at a distance from the city. It was possible to find positions for a large number of chauffeurs and truck drivers, but the number of applicants for such positions was at all times considerably in excess of the demand for their services.

For hotel and institution employees there were not enough positions available to provide work for all who were registered. During the greater part of the year there were positions available for nearly all casual workers who applied at the office, and the demand for common labor, both in shops and in construction work, was very satisfactory throughout the year and during the Fall there was an actual shortage of common labor, but toward the end of November, when there was a cessation of building operations, the demand for common labor was almost altogether limited to the shops and factories.

The supply of farm labor was the smallest noted for several years past. With outside work to be had in the city at higher rates of compensation than could be offered for farm work and for a shorter workday than on the farm, the farmer was limited to a very small number from whom to choose. The number of farm hands placed during the year was less by 31 per cent than the number in 1921.

Females. In the women's department 4,971 positions were filled during the year, showing an increase of 16 per cent over the number of positions filled during the preceding year. A special effort was made during the year to extend the service by giving more careful attention to the placement of clerical help. Employers who formerly had applied only for factory workers were requested to apply also for clerical help, when needed, and the results were very gratifying, showing a large increase in the number of stenographers, typists and general office clerks whom the office was able to place. There was an adequate number of applicants for factory work registered during the year. Bench hands, press hands and rubber shoe workers were called for from time to time and positions in nearby offices were readily filled, but the applicants were usually unwilling to accept a position outside the city.

During the Spring several head waiters visited the office and selected girls for employment in Summer resorts. While the number of girls who reported for work at the places to which they were assigned was not large, yet the service rendered was considered as satisfactory and justifies the further extension of this branch of work. The problem of finding girls for housework was, as usual, a difficult one. As a rule, housewives insisted on securing only those girls who had had experience and satisfactory references, and the number of girls available was so limited that the office was able to furnish less than a third of the number of those for whom positions were available. Day workers profited as a result of this scarcity of regular houseworkers and the demand for their services was good at all times. A large number of housewives who had not formerly ordered through

this office made use of this service and appeared to be pleased with the service rendered.

Soldiers, Sailors, and Marines. Efforts were made to find positions for ex-service men during the year, as in former years, and the following is a record of this work for the past four years:

Number of Soldiers, Sailors, and Marines Registered, Referred to Positions, and Positions Reported Filled by the Worcester Office during Years Specified.

CLASSIFICATION.	1922	1921	1920	1919
Number of applicants registered	167	183	504	700
Number referred to positions ¹	784	471	1,008	1,088
Number of positions reported filled ¹	570	353	515	403

¹ Includes duplication of individuals who were referred to more than one position or placed in more than one position.

The number of positions reported filled by ex-service men in 1922 exceeded the corresponding number in any other year since the close of the war. The number of men registered for the first time in 1922 was 167, and the number of positions reported filled by ex-service men was 570. A large number of the men registered were placed more than once during the year, which will account for the excess in the number of positions filled over the number of men registered.

STATISTICAL TABLES.

TABLE I. — Comparative Summary of Business during the Year ending December 31, 1922: By Offices.

CLASSIFICATION.	Working Days	Number of Applications from Employers	Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED APPLICANTS		POSITIONS REPORTED FILLED		Percentages of Positions Filled of Persons Called for
					Number	Daily Average	Number	Daily Average	
Boston (two offices¹):									
Males	302	7,532	11,204	37.1	14,790	49.0	8,372	27.7	74.7
Females	302	7,100	8,355	27.7	11,080	38.7	6,280	20.8	75.2
Total	302²	14,632	19,559	64.8	25,870	87.7	14,652	48.5	74.9
Springfield:									
Males	303	5,921	10,190	33.6	9,825	32.4	7,673	25.3	75.3
Females	303	7,378	8,059	26.6	8,300	27.4	6,295	20.8	78.1
Total	303	13,299	18,249	60.2	18,125	59.8	13,968	46.1	76.5
Worcester:									
Males	303	3,983	6,377	21.1	7,592	25.1	4,878	16.1	76.5
Females	303	5,661	6,127	20.2	5,687	18.8	4,971	16.4	81.1
Total	303	9,644	12,504	41.3	13,279	43.9	9,849	32.5	78.8
Four Offices:									
Males	303	17,436	27,771	91.8	32,207	106.5	20,923	69.1	75.3
Females	303	20,139	22,541	74.5	25,667	84.9	17,546	58.0	77.8
Total	303²	37,575	50,312	166.3	57,874	191.4	38,469	127.1	76.5

¹ A mercantile office was opened in Boston on January 9, 1922. The data for the two offices in Boston are combined in all totals under "Boston".

² The Boston Offices were open 25 days in June.

TABLE II. — Summary, by Months, of Business of the Four Offices during the Year ending December 31, 1922.

MONTHS.	Working Days	Number of Applications from Employers	Aggregate Number of Persons Called for	Daily Average	POSITIONS OFFERED APPLICANTS		POSITIONS REPORTED FILLED		Percentages of Positions Filled of Persons Called for
					Number	Daily Average	Number	Daily Average	
January	25	2,081	2,708	108.3	3,355	134.2	2,115	84.6	78.1
February	23	2,033	2,969	129.1	3,776	164.2	2,360	102.6	79.5
March	27	2,897	3,800	140.7	4,689	173.7	3,076	113.9	80.9
April	24	3,323	4,254	177.3	4,840	201.7	3,271	136.3	76.9
May	26	3,927	5,115	196.7	5,859	225.3	3,881	149.3	75.9
June	26 ¹	3,587	4,870	190.3	5,469	214.2	3,739	146.0	76.8
July	25	2,594	4,082	163.3	4,609	184.4	3,152	126.1	77.2
August	27	3,167	4,384	162.4	4,994	185.0	3,192	118.2	72.8
September	25	3,726	4,993	199.7	5,251	210.0	3,501	140.0	70.1
October	25	3,864	5,190	207.6	5,916	236.6	3,831	153.2	73.8
November	25	3,393	4,434	177.4	5,074	203.0	3,474	139.0	78.3
December	25	2,584	3,513	140.5	4,042	161.7	2,877	115.1	81.9
Totals	303¹	37,575	50,312	166.3	57,874	191.4	38,469	127.1	76.5

¹ The two Boston Offices were open 25 days in June.

TABLE III. — *Classification, by Occupations, of "Persons Called for" and "Positions*

	INDUSTRIES AND OCCUPATIONS.	BOSTON (Two Offices ¹)	
		Persons Called for	Positions Filled
1	Agriculture:	229	122
2	Farm hands, gardeners, dairy hands, etc.	215	168
3	Agricultural laborers	—	—
4	Others	24	20
5	Building and Construction:	1,411	1,039
6	Carpenters	365	296
7	Electricians (inside and out)	104	80
8	Painters, paperhangers, etc.	483	380
9	Pipe fitters and plumbers	129	84
10	Roofers and sheet-metal workers	109	59
11	Structural-iron workers	9	6
12	Other building trades mechanics	69	38
13	Building trades helpers	143	96
14	Casual Workers	2,081	2,246
15	Chemicals, Oils, Paints, etc.	69	49
16	Clay, Glass, and Stone Products	6	4
17	Clerical, Professional, and Technical:	1,693	1,465
18	Bookkeepers, accountants and cashiers	131	83
19	Draftsmen	20	8
20	Office clerks	498	382
21	Stenographers and typists	466	372
22	Teachers	—	—
23	Others	578	500
24	Clothing and Textiles:	799	599
25	Dressmakers and seamstresses	32	17
26	Garment workers	380	192
27	Hat, cap, and millinery workers	42	21
28	Shirt, collar, and cuff workers	—	—
29	Textile workers	32	24
30	Others	214	126
31	Common Labor (not casual workers)	1,322	1,609
32	Domestic and Personal Service:	4,576	2,349
33	Chambermaids	379	240
34	Cooks and chefs	360	222
35	Domestics	267	203
36	Kitchen and pantry workers	1,523	1,251
37	Laundry, cleaning, dyeing, etc.	154	57
38	Matrons and hotel housekeepers	6	4
39	Nurses and attendants	83	42
40	Waiters, waitresses, and bus-boys	1,179	766
41	Others	625	464
42	Food, Beverages, and Tobacco:	256	293
43	Bakery and confectionery workers	114	79
44	Meat and butcher workmen	14	5
45	Cannery workers	81	80
46	Cigar, cigarette, and tobacco workers	8	7
47	Others	38	32
48	Leather, Rubber, and Allied Products:	397	239
49	Boot and shoe workers	43	22
50	Fur and glove workers	8	8
51	Rubber workers	141	68
52	Others	205	141
53	Lumber:	—	—
54	Skilled woodsmen	—	—
55	Woods laborers	—	—
56	Metals and Machinery:	967	642
57	Auto mechanics and garage workers	84	50
58	Blacksmiths and boilermakers	29	17
59	Machinists, tool and die makers	238	154
60	Machine hands and specialists	198	133
61	Millwrights	39	24
62	Molders and core makers	27	8
63	Polishers, buffers, platers, etc.	55	38
64	Welders and cutters	14	8
65	Helpers and handy men, all trades	69	42
66	Others	214	168

¹ The data for the two offices in Boston are combined in all totals under "Boston."

Filled" during the Year ending December 31, 1922: By Offices.

SPRINGFIELD		WORCESTER		TOTALS		
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	
974	591	352	229	1,565	1,008	1
901	539	309	210	1,425	917	2
67	46	42	19	109	65	3
6	6	1	-	31	26	4
610	324	735	431	2,755	1,854	5
252	169	154	106	771	571	6
20	10	25	12	149	102	7
175	114	75	53	733	547	8
22	7	21	15	172	106	9
55	35	27	11	191	105	10
10	5	1	1	20	12	11
37	17	23	14	129	69	12
39	27	409	219	591	342	13
9,354	9,008	6,814	6,635	19,199	12,487	14
-	-	-	1	60	41	15
16	9	27	9	49	22	16
153	82	189	106	2,885	1,593	17
25	7	12	5	168	95	18
9	1	5	2	34	11	19
68	53	81	54	647	489	20
49	21	68	38	583	431	21
-	-	-	-	-	-	22
2	-	23	7	603	567	23
215	114	320	149	1,245	643	24
47	37	11	3	90	57	25
81	44	47	13	508	249	26
30	9	14	3	86	33	27
-	-	-	-	-	-	28
51	20	216	102	299	146	29
6	4	42	28	262	158	30
1,490	969	830	742	4,248	3,331	31
2,432	1,631	1,276	464	8,225	4,744	32
217	99	38	18	634	357	33
206	90	112	37	678	349	34
1,035	302	741	204	2,043	709	35
485	300	175	112	2,183	1,063	36
116	63	37	16	307	136	37
10	3	-	-	16	7	38
57	25	47	20	187	87	39
188	70	111	50	1,478	886	40
119	79	15	7	759	550	41
323	219	32	15	610	428	42
64	38	17	7	195	124	43
10	2	5	4	29	11	44
-	-	-	-	81	80	45
232	150	-	-	240	157	46
17	20	10	4	65	56	47
66	21	86	36	549	296	48
3	2	30	8	76	32	49
-	-	3	-	11	8	50
5	2	12	6	158	76	51
58	17	41	22	304	180	52
139	59	122	57	261	116	53
2	3	120	57	122	60	54
137	56	2	-	139	56	55
1,373	876	1,029	606	3,369	2,124	56
134	60	30	18	248	128	57
22	15	19	12	70	44	58
147	72	108	70	493	296	59
878	603	349	212	1,425	948	60
11	9	49	24	99	57	61
15	8	11	1	53	17	62
40	27	22	6	117	71	63
12	7	12	6	38	21	64
57	51	424	255	550	348	65
57	24	5	2	276	194	66

TABLE III. — *Classification, by Occupations, of "Persons Called for" and "Positions*

	INDUSTRIES AND OCCUPATIONS.	BOSTON (Two Offices)	
		Persons Called for	Positions Filled
67	Musical Instruments:	19	22
68	Instrument makers	—	—
69	Others	19	22
70	Paper and Printing:	705	421
71	Paper and pulp mill workers	20	20
72	Paper-box and bag makers	75	27
73	Printers and pressmen	208	95
74	Feeders and bindery workers	303	209
75	Others	99	70
76	Shipbuilding:	578	191
77	Riveters, chippers, calkers, and reamers	70	16
78	Ship fitters	9	2
79	Ship carpenters	14	8
80	Shipbuilding laborers	6	—
81	Other distinct occupations	479	165
82	Theatres and Amusements	19	7
83	Transportation and Public Utilities:	263	158
84	Chauffeurs and auto-truck drivers	109	75
85	Teamsters, stablemen, and deliverymen	85	44
86	Telephone and telegraph workers	3	—
87	Track workers	—	—
88	Trainmen, dispatchers, enginemen, etc.	—	—
89	Others	66	39
90	Wholesale and Retail Trade:	541	325
91	Salespeople	167	87
92	Shipping and stock clerks, packers, etc.	299	248
93	Others	75	50
94	Woodworking and Furniture:	116	46
95	Cabinet makers and furniture finishers	24	7
96	Machine woodworkers	23	6
97	Others	59	33
98	Miscellaneous:	2,065	1,587
99	Apprentices, all trades	119	107
100	Boys and girls (not otherwise classified)	1,055	869
101	Elevator operators	110	65
102	Engineers	139	90
103	Firemen and oilers	194	126
104	Pattern makers	1	1
105	Watchmen, janitors, guards, etc.	235	161
106	Others	202	168
Totals		19,569	14,652

Filled" during the Year ending December 31, 1922: By Offices — Concluded.

SPRINGFIELD		WORCESTER		TOTALS		
Persons Called for	Positions Filled	Persons Called for	Positions Filled	Persons Called for	Positions Filled	
2	-	-	-	21	22	67
-	-	-	-	-	-	68
2	-	-	-	21	22	69
172	81	46	17	923	519	70
10	12	10	2	40	34	71
36	6	-	-	111	33	72
14	5	3	5	225	105	73
38	15	5	3	346	227	74
74	43	28	7	201	120	75
35	3	4	3	617	197	76
2	3	-	-	72	19	77
2	-	-	-	11	2	78
-	-	-	-	14	8	79
30	-	-	-	36	-	80
1	-	4	3	484	168	81
45	23	8	-	72	40	82
145	103	202	105	610	366	83
59	42	74	46	242	163	84
70	48	63	36	218	128	85
7	4	8	6	18	10	86
-	-	55	15	55	15	87
8	8	-	-	8	8	88
1	1	2	2	69	42	89
307	163	111	67	959	615	90
159	77	65	43	391	207	91
123	75	27	19	449	342	92
25	11	19	5	119	66	93
60	26	22	6	198	78	94
30	12	6	2	70	21	95
22	10	9	3	54	19	96
8	4	7	1	74	38	97
337	187	289	171	2,681	1,945	98
45	28	4	1	168	136	99
114	68	27	21	1,196	958	100
17	9	13	5	140	79	101
33	14	48	21	220	125	102
42	28	100	71	336	225	103
9	2	10	4	20	7	104
77	38	81	44	393	243	105
-	-	6	4	208	172	106
12,249	12,963	12,504	9,849	50,312	33,469	

TABLE IV.—*Daily Averages of "Persons Called for" and "Positions Reported Filled" during the Year ending December 31, 1922, with Comparable Data for 1921: By Offices.*

MONTHS.	PERSONS CALLED FOR						POSITIONS REPORTED FILLED					
	BOSTON		SPRING-FIELD		WORCES-TER		BOSTON		SPRING-FIELD		WORCES-TER	
	1921	1922	1921	1922	1921	1922	1921	1922	1921	1922	1921	1922
January	43	41	26	33	23	29	32	32	30	28	19	25
February	56	60	34	41	19	28	39	47	29	32	16	23
March	53	61	39	46	28	34	38	50	30	36	22	27
April	56	62	46	70	34	46	41	46	37	53	28	38
May	64	76	44	70	32	51	47	56	35	54	26	39
June	61	77	47	71	29	42	46	58	41	53	24	35
July	46	60	35	63	25	40	36	41	29	53	21	32
August	50	65	41	58	26	39	36	46	36	42	23	30
September	65	76	48	78	35	46	46	52	36	52	29	36
October	54	79	42	74	32	54	43	58	35	58	27	38
November	41	67	37	62	27	48	33	52	31	50	25	37
December	34	55	26	49	26	37	28	43	22	42	21	30
Averages	52	65	39	60	28	41	39	49	32	46	23	33

¹ A mercantile office was opened in Boston on January 9, 1922. The data for the two offices in Boston were combined in computing daily averages for the Boston offices in 1922.

TABLE V.—*Expenditures on Account of Maintenance of the Four State Offices during the Fiscal Year ending November 30, 1922.*

CLASSIFICATION.	BOSTON (TWO OFFICES) ¹	SPRINGFIELD	WORCESTER	TOTAL
Books, maps, clippings, subscriptions	\$22 66	\$16 00	\$8 50	\$47 16
Expressage	4 71	7 21	1 12	13 04
Postage	—	—	25	25
Printing:	—	—	—	—
Annual report	—	—	—	—
Other reports	—	—	—	—
Office forms, etc.	306 81	198 20	181 07	686 08
Stationery and office supplies	136 43	25 75	29 22	191 40
Typewriter machines and supplies	13 53	17 01	75	31 29
Other machines and supplies	17 24	—	—	17 24
Telephone	1,035 08	379 64	208 39	1,623 11
Rent	7,615 00	1,756 00	1,500 00	10,871 00
Light	586 94	31 22	37 63	655 79
Advertising	466 72	182 19	136 08	784 96
Cleaning and cleaning materials	100 62	5 96	47 23	153 81
Travel	8 94	38 39	5 35	52 68
Other expenses	551 58	517 59	53 26	1,122 43
Salaries, including janitors' services	23,980 07	12,656 00	7,818 95	44,455 02
Totals	\$34,846 33	\$15,831 16	\$10,027 77	\$60,705 26
Unexpended	—	—	—	1,394 74
Appropriation	—	—	—	\$62,100 00

¹ The expenditures for the two offices in Boston are combined in all items under "Boston."

APPENDIX A.

MASSACHUSETTS PUBLIC EMPLOYMENT OFFICES.

REVIEW OF ACTIVITIES — 1906-1922.

There are four Public Employment Offices in Massachusetts maintained by the Commonwealth. Two of these are located in Boston, one in Springfield, and one in Worcester. The first office was opened in Boston on December 3, 1906 at 8 Kneeland St., and has been continuously operating for a period of over 16 years. On October 1, 1921, this office was removed to its present location at 23-25 Pearl St. The Springfield Office, which was opened September 4, 1907, on Bridge St., was later removed to its present location on the corner of Water and Worthington Streets, and has been in operation for over 15 years. An office was opened in Fall River on October 1, 1907, and was operated until March 31, 1917 when it was closed because the business done did not justify its maintenance. The Worcester Office opened September 15, 1913, at its present location, 48 Green St., and has been continuously operated for over nine years. On January 9, 1922, a Mercantile Office was opened at 25 Tremont St. This office is virtually a branch of the main office on Pearl St. At this office special attention is given to the placement of clerks, stenographers, bookkeepers, salespeople, and others employed in mercantile establishments and offices.

During the year 1922 the total number of persons reported placed by the four offices was 38,469, the largest number reported placed by the State offices in any year, except 1916 and 1918, since the establishment of the first office in Boston in 1906. The cost of operation of the four offices during the fiscal year ending November 30, 1922, was \$60,705.26.

The effect of the recent industrial depression is indicated by the rapid downward trend of the graphs (shown on the chart) during the latter part of the year 1920, and the recovery in 1922 is indicated by the upward trend of the graphs for the first half of that year. Likewise, industrial depressions in 1908 and the winter of 1914-1915 are reflected in the trend of the graphs in those years.

TABLE I. — *Number of Persons Called for by Employers, 1906-22.*

YEAR.	January	February	March	April	May	June	July	August	September	October	November	December	Totals for the Year
1906	2,893	2,717	4,534	4,399	3,393	2,442	2,343	1,933	3,091 ^a	2,491 ^a	1,415	3,913 ¹	3,913
1907	1,379	1,557	1,460	1,601	1,712	1,714	1,740	1,577	1,931	1,094	1,433	1,182	32,832
1908	1,394	1,455	1,944	2,117	2,136	2,423	1,892	2,175	2,514	2,536	2,035	1,296	19,094
1909	1,996	1,629	2,503	2,768	2,767	2,721	2,406	2,356	2,832	2,485	1,979	1,912	24,433
1910	1,591	1,626	2,258	2,465	3,303	2,778	2,693	2,607	3,664	3,098	2,458	1,836	28,633
1911	2,182	1,873	2,387	3,309	3,527	3,252	3,652	3,430	4,283	3,664	2,951	2,408	30,277
1912	2,329	2,374	3,428	4,126	4,158	3,794	3,008	2,817	4,305 ⁴	3,777	2,646	2,211	37,466
1913	2,448	2,266	2,789	3,305	3,672	3,390	2,589	2,211	2,877	2,199	1,608	1,577	38,973
1914	1,468	1,772	2,768	2,986	2,965	2,977	2,581	3,137	4,349	3,818	3,478	2,211	30,931
1915	3,637	3,638	4,637	5,989	6,809	5,476	4,952	5,696	5,949	5,717	4,780	3,312	35,641
1916	4,391	3,652	4,732 ^a	5,507	5,806	5,705	5,118	5,306	5,667	5,717	4,780	3,312	61,573
1917	3,331	2,936	4,893	5,309	6,382	5,641	6,051	6,604	5,777	5,094	3,944	3,517	58,439
1918	4,485	3,474	3,536	4,289	5,197	5,627	4,768	4,351	6,068	6,313	5,111	5,042	63,553
1919	5,523	4,447	6,001	5,960	6,083	5,146	4,290	5,263	5,848	4,568	3,041	2,308	58,255
1920	2,330	2,527	3,242	3,424	3,496	3,315	2,655	3,154	2,683	3,226	2,629	2,229	36,110
1921	2,708 ^a	2,969	3,800	4,254	5,115	4,870	4,082	4,384	4,963	5,190	4,434	3,513	50,312
1922													

¹ Boston office established December 3, 1906.² Springfield office established September 4, 1907.³ Fall River office established October 1, 1907; discontinued March 31, 1917.⁴ Worcester office established September 15, 1913.^a Boston office (mercantile branch) established January 9, 1922.

TABLE II. — Number of Persons Placed, 1906-22.

Year.	January	February	March	April	May	June	July	August	September	October	November	December	Totals for the Year
1906	—	845	1,242	1,535	1,513	1,311	1,327	1,181	1,501 ¹	1,784 ²	—	891 ¹	891
1907	—	1,304	1,110	1,231	1,318	1,317	1,287	1,244	1,478	1,411	1,237	1,055	15,674
1908	—	1,065	1,360	1,554	1,560	1,811	1,525	1,559	1,752	1,755	1,633	1,063	14,963
1909	—	1,124	1,475	1,850	1,981	2,013	1,806	1,700	1,996	1,878	1,493	1,404	18,083
1910	—	1,184	1,613	1,876	2,348	2,017	1,897	1,747	2,225	2,250	1,797	1,309	20,479
1911	—	1,139	1,667	2,320	2,662	2,463	2,661	2,380	2,974	2,898	2,195	1,340	21,189
1912	—	1,580	1,417	2,090	2,989	2,878	2,768	2,172	2,891 ⁴	2,769	2,009	1,829	27,076
1913	—	1,845	2,495	3,090	2,989	2,861	2,765	1,703	2,180	1,847	1,306	1,671	28,969
1914	—	1,744	2,072	2,508	2,861	2,765	2,083	1,703	2,180	1,847	1,306	1,671	28,969
1915	—	1,880	2,160	2,347	2,360	2,418	1,981	2,388	3,269	2,959	2,846	2,489	27,869
1916	—	2,683	3,278	3,564	4,314	3,643	3,117	3,600	3,436	3,672	3,258	2,689	40,066
1917	—	2,916	3,784	3,396	3,784	3,803	3,277	3,516	3,333	3,434	3,052	2,392	38,466
1918	—	2,988	2,967 ²	3,366	3,802	3,559	3,523	3,927	3,351	3,808	3,496	3,587	39,735
1919	—	2,355	3,042	3,223	3,544	3,701	3,537	2,887	3,273	3,623	3,064	3,301	37,615
1920	—	2,891	2,503	2,815	3,544	3,701	3,537	2,887	3,273	3,623	3,064	3,301	37,615
1921	—	2,689	3,538	3,656	3,754	3,398	3,062	3,346	3,528	3,040	2,364	1,902	37,520
1922	—	1,943	2,437	2,660	2,679	2,844	2,151	2,559	2,783	2,622	2,215	1,859	28,556
1922	—	2,360	3,076	3,271	3,881	3,739	3,152	3,192	3,501	3,531	3,474	2,877	38,469

¹ Boston office established December 3, 1906.² Springfield office established September 4, 1907.³ Fall River office established October 1, 1907; discontinued March 31, 1917.⁴ Worcester office established September 15, 1913.⁵ Boston office (mercantile branch) established January 9, 1922.

APPENDIX B.

LAW RELATIVE TO PUBLIC EMPLOYMENT OFFICES IN MASSACHUSETTS.

The laws governing the establishment and operation of Public Employment Offices in Massachusetts have been consolidated as General Laws, Vol. II, Chapter 149, Sections 160-168, inclusive, which are as follows:—

GENERAL LAWS, VOL. II, CHAPTER 149, SECTIONS 160-168.

SECTION 160. The department¹ may establish and maintain in such cities as may be selected by it after investigation, with the approval of the governor and council, employment offices for the purpose of bringing together those seeking employment and those desiring to employ, and may maintain such offices now established. The commissioner shall make an annual report as to free employment offices.

SECTION 161. The commissioner² shall appoint for each of the offices provided for in the preceding section a superintendent who shall, under the direction of the commissioner, perform the duties hereinafter set forth or such as he may require. The commissioner may also appoint an assistant superintendent and such clerks as he may deem necessary for the proper conduct of the business of said employment offices. The location of each office established under the preceding section shall be plainly indicated by a proper sign.

SECTION 162. The superintendents of said employment offices shall receive applications from those seeking employment and from those desiring to employ, and shall register them in such manner as may be prescribed by the commissioner, and shall take such other action as the commissioner may deem best to promote the purposes of said offices. Said superintendents shall also receive applications from alien immigrants seeking employment in agricultural labor and from those desiring to employ immigrants in agricultural labor, and shall take such other action as the commissioner may deem best to promote a more general distribution of alien immigrants throughout the agricultural sections of the commonwealth. In directing applicants for employment to an employer in whose establishment a strike is in progress, the commissioner, superintendents or other departmental employees shall inform the applicant of the strike.

SECTION 163. No fees shall in any case be taken from those seeking the benefits of said employment offices. Any superintendent or clerk who directly or indirectly charges or receives any fee in the performance of his duties shall be punished by a fine of not more than one hundred dollars or by imprisonment in jail for not more than one month, and shall be disqualified from holding further connection with said office.

SECTION 164. In registering applications for employment and for employees wanted, preference shall be given to residents of the commonwealth.

SECTION 165. Each superintendent shall make to the commissioner such reports of applications for labor or employment and of other details of the work of his office as the commissioner may require. The commissioner shall cause reports showing the business of the several offices to be prepared at regular intervals and to be exchanged among the said offices, and shall supply them to the newspapers and to citizens upon request; and the several superintendents shall post such reports in a conspicuous place in their offices so that they may be open to public inspection.

SECTION 166. There shall be allowed and paid, upon the approval of the commissioner, for salaries and for contingent expenses in connection with the establishment and maintenance of free employment offices, such sum as the general court may annually appropriate therefor.

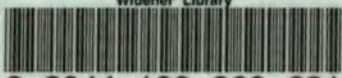
SECTION 167. The commissioner may furnish weekly to the clerks of all towns in the commonwealth printed bulletins showing the demand for employment, classified by occupations to such extent as may be practicable and indicating the town where the employees are wanted. Such information shall be based upon the applications for employees under this chapter.

SECTION 168. Every town clerk shall post the lists received as aforesaid in one or more conspicuous places in the town. A town clerk who fails to comply with this section shall be punished by a fine of not more than ten dollars.

¹ Department of Labor and Industries.² Commissioner of Labor and Industries.

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